Voluntary Action:

Provincial Policies and Practices

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Ottawa

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The study took us into every province of Canada. We met over a hundred people representing ministries and voluntary agencies. Unfortunately, we were unable to give respondents all the time required for preparing answers to our questions. Interviews were scheduled within the framework of a timetable almost impossible to achieve. We thank all persons who participated in the study for their understanding and goodwill.

We apologize if some errors were made in interpreting provincial policies. This study attempts to impart, to the best of our ability, all information supplied to us; we accept responsibility for any errors or omissions on our part. Necessarily, any views expressed are those of the author and not of the Alberta Department of Social Services and Community Health.

Our very special thanks go to staff members of the Canadian Council on Social Development, who helped us produce this report in record time, and to Roch Gaudet in particular, who provided research assistance.

Jean-Bernard Robichaud, Ph.D.

"The health of a democratic society can be judged by the quality of services provided by its volunteer citizens." (TR.)

Alexis de Tocqueville
De la démocratie en Amérique (1835)
(Democracy in America)

INTRODUCTION

The Alberta Department of Social Services and Community Health is systematically reassessing its approach to the voluntary sector and its support of voluntarism. This reassessment constitutes an attempt to identify opportunities and mechanisms which would better support the development of voluntary action.

This study, conducted by the Canadian Council on Social Development, compares various provincial policies and practices which support voluntarism in the field of social services and community health.

1. Mandate

Our mandate included the identification of provincial principles, policies and provincial practices relating to personal and communal social services, social welfare, and community health. (See Appendix I for the detailed mandate). The study does not focus upon voluntary agencies, but upon the involvement of volunteers themselves; we therefore examine policies which support such activity in both government-operated and government-funded agencies. We attempt to reflect faithfully how various government ministries support volunteer activity. We emphasize the approaches that seem most original and most promising for the future of voluntary action.

2. Concepts

It is useful to pinpoint the basic concepts which determine the orientation of this study. There is no unanimous definition of "volunteer," "voluntary action" or "voluntarism" among analysts or others involved in the voluntary sector. Let us therefore define what we mean by those concepts.

Volunteer: Although there is no complete unanimity on the meaning of this word, people generally agree on a number of characteristics. A volunteer is a person freely involved in an activity for which there is no obligation and no remuneration. A person may be called a volunteer if he or she provides free time, services or resources. This contribution can be exercised sporadically or irregularly in a private or public organization. A volunteer is usually characterized by a healthy mixture of altruism and personal interest. Often a volunteer wishes to participate in the life of his or her community, and improve the social conditions of fellow citizens.

Voluntary activity: One may describe the actions of a volunteer as voluntary activity. A group of volunteers working together usually constitutes a voluntary organization. Such an organization must function independently from the government, although it may receive government grants. Voluntary organizations may hire salaried personnel, but their Board of Directors must be composed of volunteers selected democratically.

By definition voluntary organizations are private and non-governmental, although not all private and non-governmental organizations are necessarily voluntary in nature. Some private organizations are operated for profit, which excludes them from the voluntary sector. Others are quasi-governmental, in that they have a formal and statutory mandate emanating from government, are totally financed by public funds, and are responsible for their administration, through a Board of Directors, to a government ministry. We do not consider these quasi-governmental organizations as part of the voluntary sector. They were included in our study, however, insofar as they make use of volunteers either as Board members or for the implementation of their programs.

Voluntarism: Voluntarism, which corresponds to the French expression "bénévolat," designates the entire sector of social activities which includes volunteers, their activities and voluntary agencies. It is thus a vast constituency and social category.

3. Methodology

Two questionnaires were used to collect data (see Appendix II), a process which was complemented by the analysis of documents prepared by the various provincial ministries involved.

The first questionnaire, the main data-collection tool in this study, was given to 55 provincial public servants directly involved in the administration of programs supporting the involvement of volunteers. These respondents spanned 25 provincial ministries throughout the ten Canadian provinces. In addition to basic identification data, the questionnaire included seven questions relating to the principles guiding government action vis-à-vis voluntarism, twelve policy questions, and ten questions concerning practices. The questionnaire was provided ahead of time so provincial officials could better prepare themselves.

The second questionnaire, addressed to the voluntary sector, elicited information about this sector's perception of the principles guiding provincial governments, as well as policies and practices. It is more general and less specific than the first, and was given individually or collectively to 43 representatives of the voluntary sector.

Respondents to both questionnaires were assured that their responses would be treated confidentially by the CCSD.

4. Limitations of the Study

A first important limitation of this study was the brief amount of time available for its completion. Eight weeks (40 working days) elapsed between project approval by the Alberta Department of Social Services and Community Health, and the tabling of this report. Interviews had to be scheduled and respondents met within three weeks. In every province we were well received, and everyone recognized that time was short. We do not believe time limitations prevented us from meeting key informants, but it is possible that some information was overlooked.

Because of the nature of provincial policies and practices relating to assistance to voluntary activity, it was not possible to accumulate quantitative data and make generalizations applicable to the ten provinces. Provincial systems are too different from each other to allow for a mathematical or statistical comparison. At best, it will be possible to illustrate some arguments on the basis of quantified data regarding the situation in a given province. Our analysis will therefore necessarily be qualitative and based on judgements we hope are as enlightened as possible.

The great majority of voluntary-sector representatives we contacted agreed to meet with us. Some meetings were collective, and this prevented in-depth investigations of any particular group or organization. It must be recalled that the objective of interviews with voluntary-sector representatives was not to oppose the views of provincial officials with those of volunteers, but to get an overall perspective about the impact of provincial policies designed to support the voluntary sector. Those interviews allowed us to establish a perspective; however, we must recognize that the opinions expressed and the interpretation derived therefrom do not necessarily reflect the whole voluntary sector.

It is also appropriate to recall that the study does not cover the entire voluntary sector. Important sectors are excluded, such as federal government departments and private sources of voluntary funding. In addition, our emphasis on provincial principles, policies and practices concerning voluntarism relies on information systems developed in each province. Often this does not permit full disclosure of specific data about the scope of the voluntary phenomenon, the diversity of fields of voluntary activity, or the feedback processes used at the agency level.

5. Authors' Conception

The Canadian Council on Social Development is a national, independent and voluntary agency specializing in social research and policies. This study, like others undertaken by the Council, is based upon a systematic review and analysis of the facts. Our objective is to contribute to the reinforcement of the voluntary sector.

CHAPTER I

INVOLVEMENT OF VOLUNTEERS IN CANADIAN PROVINCES AND RECENT EVOLUTION OF VOLUNTARISM

Little systematic or empirical data exist about voluntarism on a national scale in Canada.(1) Using available data, it is possible to sketch a general picture of voluntary action.

Table 1 outlines the scope of the phenomenon in each province. It indicates that 15 per cent of the Canadian population engages in voluntary activity, while in the three Prairie provinces (Alberta, Saskatchewan and Manitoba) this figure is 21.3 per cent, considerably higher than the national average. The three Prairie provinces had 633,000 volunteers in 1980, which represents a very significant human potential. Whereas those provinces represented 16.5 per cent of the working-age population, they had 23.2 per cent of all volunteers in Canada.(2) The Statistics Canada survey tried to estimate the additional number of potential volunteers by asking respondents whether they intended to do voluntary work during the year; 545,000 replied yes, which represents an additional three per cent.(3)

TABLE 1: Number of persons working as volunteers in 1979-80, in percentage of working-age population, by province.(4)

PROVINCE	VOLUNTEERS	
	(1,000s)	(Per cent)
Newfoundland	64	16.0
Prince Edward Island	17	18.8
Nova Scotia	105	16.8
New Brunswick	72	14.1
Québec	512	10.6
Ontario	978	15.0
Manitoba	155	20.7
Saskatchewan	188	26.9
Alberta	290	19.3
British Columbia	340	17.1
Canada	2,721	15.2

Table II isolates the three sectors of this study: health, social services and community activity. We note several interesting items. These three sectors include 1,146,000 people, 42.1 per cent of the 2,721,000 volunteers in Canada. Social services mobilize most volunteers: 857,000, or 31.5 per cent of the total. The second most important sector is voluntary participation in religious groups: 695,000 volunteers, or 25.5 per cent of the total. The proportion of social service volunteers exceeds 30 per cent in six provinces, and is close to that figure in the other four, with Manitoba the lowest at 28.4 per cent.

TABLE II: Number of volunteers and percentages according to type of service agency, by province.(5)

PROVINCE	HEALTH 1,000s	%	SOCIAL SERVICES 1,000s	%	COMMUNITY AGENCIES 1,000s	%	OTHERS(6) 1,000s	%	TOTAL 1,000s
Newfoundland	5	8.4	24	37.9			35	53.7	64
Prince Edward Island			6	35.0			11	65.0	17
Nova Scotia	8	8.0	31	29.6			66	62.4	105
New Brunswick	7	9.4	27	36.6			38	54.0	72
Québec	50	9.7	148	28.9	17	3.4	297	58.0	512
Ontario	81	8.3	320	32.7	31	3.2	546	55.8	978
Manitoba	12	7.5	44	28.4			99	64.1	155
Saskatchewan	10	5.5	58	30.6	6	3.0	114	60.9	188
Alberta	13	4.4	85	29.4	8	2.6	184	63.6	290
British Columbia	28	8.2	114	33.4	13	3.8	185	54.6	340
Canada	214	7.9	857	31.5	75	2.8	1575	57.8	2721

When one asks whether all volunteers are active at any given time, it is found that many are inactive for reasons beyond their control, as Table III indicates.

TABLE III Number and percentage of volunteers idle during the Statistics Canada Survey reference week, by reason and province.(7)

PROVINCE	NO DEMAND		PERSONAL		TOTAL
	1,000s	%	1,000s	%	1,000s
Newfoundland	19	70.3	8	29.7	27
Prince Edward Island	5	71.4	2	28.6	7
Nova Scotia	37	68.5	17	31.5	54
New Brunswick	28	75.6	10	24.4	37
Québec	191	70.7	79	29.3	270
Ontario	322	70.9	132	29.1	454
Manitoba	60	73.1	22	26.9	82
Saskatchewan	78	75.0	26	25.0	104
Alberta	103	69.5	45	30.5	148
British Columbia	106	63.8	61	36.2	166
Canada	948	70.0	402	30.0	1349

Fifty per cent of volunteers were inactive during the survey reference week, which represents a considerable loss of potential. Seventy per cent of inactive volunteers were idle for reasons beyond their control, either because they had not received requests for service, their project was over, or the activity had been suspended.

In Alberta, for example, 148,000 out of 290,000 volunteers (51 per cent) were inactive at the time of the survey. Of these, 103,000 were idle for reasons beyond their control. These figures will surely be of interest to voluntary-organization directors and public provincial authorities.

By extrapolating the number of volunteers and calculating their periods of activity, the survey indicates that a volunteer works an average of three hours a week, or approximately 137 hours a year. This represents 374 million hours of volunteer activity. If these hours were charged at only $5.00 per hour, this would represent the tidy sum of 1 billion 870 million dollars, and this is no doubt a conservative estimate of the unpaid contribution of voluntarism to the Canadian economy. In other words, the activity of volunteers equals 212,000 person-years, on a 40-hour per week basis(8).

The data of the 1975 CCSD study are confirmed in the Statistics Canada Survey with respect to volunteer profile. Volunteers are not what the current stereotype would indicate. Rates of volunteer participation are practically identical among men and women, and voluntarism occurs at every period of life: youth, adulthood and old age. The rates are highest between ages 25 and 44. There is a "substantial representation by those with high school educational levels or higher and ... a high proportion of employed persons."(9)

A few years ago, with the rapid development of public social programs it was feared that voluntarism would become a thing of the past. The important role played by volunteers in Canada since colonial times is well known, but, in recent decades, pejorative connotations were attributed to it. However, stereotypes associating voluntarism with the paternalistic image of public charity or with the aristocracy of the last century have nothing in common with the renewed phenomenon we observe today. Studies cited previously, and others (10), indicate the new dynamism of the voluntary sector. Increasingly, we see that citizens want to work together, to share in community life, to help each other and to resume some activities previously taken over by governments. Most voluntary agencies are witnessing a growing number of offers of service. For example, in one year alone, the "Centre d'action bénévole de Québec" (volunteer action centre) recorded a 100 per cent increase in its offers of service.(11)

We are experiencing a period in which voluntarism is expanding. Volunteers are social partners governments cannot ignore. They are studied, structured, used and criticized -- but watch out, this is a mobile phenomenon. Government policies must be very subtle and fine-tuned if they are to stimulate and support rather than stifle and destroy the voluntary sector.

The Alberta Department of Social Services and Community Health is to be commended for its decision to transcend and broaden the usual pattern of governments. Based on works such as this one, government policies supporting voluntarism can be improved and have the desired impact. We must remember, however, that one of the major dangers threatening voluntarism is vague talk of support, without specific policies. If this happens, governments will try to shift part of their social responsibilities onto volunteers, without really giving them the resources required for such a transfer of responsibilities. In this case, we can predict that volunteers will run out of steam and voluntary action will be weakened.

Chapter II describes provincial policies and practices relating to voluntarism, province by province.

CHAPTER II

PROVINCIAL PRACTICES, POLICIES AND PRINCIPLES RELATING TO VOLUNTARISM

How do the provinces react to volunteers? What are their key policies? Which principles guide them? This chapter attempts to answer these questions with the use of provincial publications and the answers to the questionnaire developed for provincial public servants. In this chapter, our approach is descriptive. Our objective is to develop the best possible understanding of how the system of support to volunteers works in each province, with an emphasis on the most innovative and promising elements for the future of voluntarism.

In most provinces, the basic principles governing ministerial action are neither very explicit nor very formal, so we must attempt to discern them by personal observation.

1. British Columbia

In British Columbia, we conducted interviews in four ministries: Human Resources, Health, the Ministry of the Attorney General, and the Provincial Secretariat and Government Services Ministry.

Ministry of Human Resources

This Ministry administers the Community Projects Funding program. Grants are available to non-profit organizations meeting certain conditions.

In 1982-83, the expenditure was $6,786,647 for support to voluntary agencies. This budget helped over 224 groups, including 33 volunteer bureaus, 70 family service projects, 44 youth projects, 34 disabled persons' service projects, 19 crisis intervention centres, 14 low-income citizens' groups and 10 other projects, primarily services to the aged. The Ministry established at over 7,700 the number of volunteers active in subsidized groups. Services which receive grants are community-based and complement Ministry programs. They deal primarily in rehabilitation, social integration, information, reference, prevention, crisis intervention and volunteer services to families, individuals or groups in need or likely to become so.

Policies: The approach favoured by the Ministry is **purchase of non-statutory social services.** The criteria laid out in policy support this approach. Services must:

a) be supportive of Ministry services;
b) not be directly provided by the Ministry;
c) not be the sole responsibility of any other federal or provincial ministry or municipal government;

d) be delivered on behalf of present or potential Ministry clients;
e) be measurable in terms of stated objectives;
f) be subject to a written agreement;
g) be within the Ministry's planning, program and budget priorities.

Policies and procedures are clearly defined in a manual. In addition to application forms, groups may obtain a Ministry statement explaining policies and requirements.

Applications are studied at the regional level but the decision-making process is centralized. The functions and responsibilities of provincial officials are defined at the local and provincial levels, from the coordinator of community projects and the regional manager to the deputy minister. The deputy minister makes decisions, based upon recommendations, on all new applications and those that are terminated or substantially modified. Treasury Board must approve all new projects exceeding $25,000 not included in the Treasury Board pre-approval process.

Groups receive direct aid from the regional office, either financial or consultation and professional assistance. Indirect assistance is also provided: for example, the Ministry finances the Volunteer Week organized by the British Columbia Association of Volunteer Centres.

The Ministry requires a written statement from groups describing how volunteers will be involved in services. Grants are used exclusively to finance direct services, and cannot be used for infrastructure expenses. In 1984-85, the program sustained a budget cut of 20%. The Annual Report of the Ministry gives a specific description of the program and identifies subsidized services and agencies, as well as the amount of grant monies provided to each one in 1981-82.

Ministry of Health

In this Ministry, we focus on three programs: Meals-On-Wheels, funded by Ministry grants to non-profit societies; the Provincial Homemaker Program; and, Adult Daycare services. The latter two services are funded by the Ministry of Health, but operated by proprietary and non-profit agencies.

Meals-On-Wheels: This program has an annual budget of $250,000, which allows the financing of 42 of the 60 existing groups, and supports the activity of 3,500 volunteers. Some groups are very small (fewer than 25 meals a day); they rely solely on volunteers. Others are larger: for example, a Vancouver groups employs one half-time and two full-time workers to coordinate the work of 650 volunteers.

Grants follow the **purchase of services** model, based on the number of meals delivered in one year. Recipients are expected to pay the direct cost of food and packaging, but administrative and personnel costs are covered by the grants. Drivers and delivery persons are always volunteers, as well as many of the coordinators.

Interested groups may obtain a detailed description of the program, which emphasizes the importance of volunteer participation, community involvement, orientation meetings and volunteer training.

The clientele includes the elderly, the chronically ill, disabled persons, convalescents or emotionally disturbed persons of any age or income level. The service is described as preventive and therapeutic, not only as nutritional assistance. The visit to the client, which often lasts no longer than five minutes, is very important. It is essential to the smooth operation and humanization of the program. Meals-On-Wheels volunteers are primarily elderly, an interesting and significant point since it is not unique to British Columbia; it applies to other provinces also.

Volunteers receive support from their community, but there is practically no financial incentive. Usually the program reimburses drivers' gasoline expenses. The driver's insurance is not a problem in this province since under the public insurance scheme they have leisure-driving status.

Homemaker Services: Financing of these services is provided by authority of a provincial government Order-In-Council. The program has an annual budget of approximately $50 million used to subsidize private and non-profit agencies which assume responsibility for services. Volunteers were members of the Boards of Directors of approximately two-thirds of the 96 organizations operating in 1979; the remaining one-third were commercial operations. The staff of those organizations and the visiting homemakers are salaried personnel, not volunteers. Community-based visiting homemaker services have set up the Community Homemaker Services Association of British Columbia, composed exclusively of non-profit organizations and financed by membership fees.

Group Homes: Fifteen group homes, all operated by non-profit societies, with care costs including live-in homemaker services provided by the Ministry of Health, allow four to six people to lead independent lives. The interesting point about these group homes is the considerable involvement of volunteer Board members in their operation. Volunteers are involved in several services such as accounting, programing activities with residents, repairs and maintenance.

Ministry of the Attorney General

As this Ministry is responsible for young offenders, we met with one of its representatives. Pursuant to the 1976 Provincial Courts Act, citizens' committees act as advisors to Family Court. The Court is under provincial jurisdiction, but municipalities appoint committee members who serve on a totally voluntary basis. These committees must advise Family Court judges as required. In addition, they submit an annual report on their activities and may advocate the development of community resources.

The Ministry, through its Special Projects Branch, administers a community grants program for voluntary agencies involved in the criminal justice system. The policy specifies six objectives. Notably, the objectives promote appropriate voluntary and community involvement in services related to the judicial system. This program is managed centrally. Grant applications are studied by the Ministry executive committee and the Attorney General finally decides how funds will be distributed. The current annual budget is approximately $1.8 million; 22 groups receive grants, of which 20 were recurrent. The originality of the Ministry's approach resides in the type of grants. Grants are not allocated to purchase services or to finance programs directly, but to support a minimal administrative infrastructure. Financing a central core eliminated survival problems for agencies which may request program grants from other sources, private or governmental.

The criteria are clearly stated. They specify that preference will be given to projects or agencies which substantially and appropriately depend upon volunteers.

Provincial Secretariat and Government Services Ministry

The Lottery Fund was established to distribute net lottery profits in the province. Through this program, voluntary agencies can obtain assistance for capital projects but not for programs. These grants are usually non-renewable.

2. Alberta

In Alberta, social services, social assistance and community health are incorporated within one very large Department, the Department of Social Services and Community Health. Important changes, in terms of regionalization and decentralization, are being finalized. There is no single departmental grant program. Rather there are several which fall under the responsibility of various administrative units. The information system does not yet allow for all departmental information to be integrated. For this reason, with the assistance of the Planning Secretariat we met 20 heads of units which administer policies and practices relating to the voluntary sector.

Practices and Policies: Budgetary allocation documents indicate the scope and diversity of the Department's contributions to voluntary agencies and voluntary involvement in community action. However, there is a semantic difficulty, since the word "grant" covers all payments made to individuals and private agencies. An outside observer may encounter some difficulty in isolating the actual portion of the grants that goes to voluntarism. By adding descriptive program documentation to questionnaire responses and budgetary data, it is possible to identify what we think is most significant.

Social Services to Children and Families in Difficulty: The Department administers a very substantial grant program for agencies and community organizations delivering child welfare services. Grants and the purchase of service contracts from community groups ensure community responsibility for children in difficulty. Contracts in the area of child welfare services are very formal and related to the statutory responsibilities of the Child Welfare Director, whereas the grants are intended to support elective services. Controls are stricter for contracts than for grants.

Grants are given to various groups such as Big Brothers, Boys and Girls clubs, the Alberta Child Development Foundation, youth centres, native services, and the Sexual Assault Centre of Edmonton. In 1982-83, 26 groups obtained grants totalling $4,095,177 under Vote 3 (one category of the budgetary allocations of the Department). Apparently, volunteer involvement is more a factor in subsidized sectors than in contract sectors, by the very nature of the services supplied.

In the **Child Welfare Programs** manual(12), the statement of principles reaffirms the importance of community and volunteer involvement in the delivery of services to children in difficulty.

The policy statement states the desire of the administration to ensure voluntary participation at the local level. The description of advantages, guidelines and procedures underline the importance of volunteers. The volunteer's role is seen as complementing the professional's; the volunteer may provide a child in trouble with the human touch. The statement greatly respects volunteers: "Volunteers should be recruited as needed, rather than having a reserve list of unused volunteers, as there may be difficulty in providing sufficient challenge to the volunteers." Reimbursement of volunteers' expenses is also provided for, given appropriate circumstances.

The Alberta Association of Foster Families received a $134,130 grant in 1982-83. In every province, there is an agreement that foster family associations and their members are recognized as volunteers. However, no province recognizes individual foster families as volunteers. They are generally considered to be partners of ministries or social agencies, delivering a service purchased by the ministry for its beneficiaries. Everyone acknowledges that a foster family does not make a profit by the foster family allowances which only cover expenses. Only a family fostering more than four or five children can hope to derive a small profit. Officials we questioned put the foster family in a special category; its status was not clearly established because no salary is drawn, nor is it a totally voluntary activity. A minority of officials felt that this status should be clarified and that it would be useful to modify provincial policies to grant such families a fully salaried status. For most people questioned, the issue was quite marginal, since foster families are covered by specific provincial policies (child welfare services), but are not mentioned in policies on voluntarism.

Specialized Social Services: This program is intended for adults who are dependent or have special needs, such as loss of independence, homelessness, solitude or crisis. In 1982-83, the budgetary allocation for these grants was $2,547,211. The budget served to purchase service or support from voluntary agencies for the target clientele. The budget supported activities in Salvation Army shelters, the YMCA and YWCA, women's crisis centres, and emergency centres.

In this budget, the Senior Citizens Bureau administered a $388,000 grant program, $109,000 of which was devoted to the Alberta Council on Aging, a voluntary agency which receives assistance from, and collaborates actively with, the Department's Senior Citizens Bureau. This council attempts to increase seniors' participation in society. To do so, it defines needs, encourages research, invites public debate, and advocates the improvement of policies and the respect of the rights of the aged before governments.

The Senior Citizens Bureau provided grants for educational purposes, for conferences, seminars and training workshops; other grants went to self-help or mutual assistance projects. The Bureau provides much information to the aged: for instance, a publication entitled **1983 Programs for Seniors**(13). The emphasis is on the elderly as consumers of services; there is little information on their possible involvement as volunteers in the community. However, another document entitled **Information for Senior Citizens Organizations**(14) deals with centres for the aged and refers explicitly to community and volunteer involvement in programs at these centres. Thirty-four of the 211 centres for the aged receive a grant under the family and community support services program. All except four centres are directed by volunteer boards. They use volunteers who work thousands of hours per year in various activities such as Meals-On-Wheels. In Alberta, as elsewhere, seniors are very involved in this activity.

The description of volunteer involvement with the aged would be incomplete without mentioning the COPE (Community Outreach Program to the Elderly). This program began in 1979. It is administered by the Athabasca health unit and subsidized by Alberta Social Services and Community Health. It serves the elderly and the disabled, and relies on a strong contingent of volunteers to respond to known needs. In 1982, 173 volunteers helped 173 clients and contributed almost 10,000 hours of voluntary assistance.

The Provincial Senior Citizens Advisory Council is concerned with motivating volunteers to work with the elderly.

The Office of the Public Guardian is responsible for protecting adults incapable of making personal decisions. It promotes voluntary activity in an original way: it assists citizens who act as private protectors. Any responsible citizen can become a private protector by addressing a request to the Queen's Bench Court in order to obtain the necessary authority. The office of the Public Guardian must ensure that facts are accurate so that the judge can make the best decision. In 1981-82, 767 private protectors were designated by the Court. In our opinion, these persons are genuine volunteers because even if some of them are related to their charges, they freely assume a social responsibility without any payment.

Vocational Rehabilitation: In vocational rehabilitation (Vote 6), grants were provided to private non-profit agencies and organizations for:

- referral services and vocational rehabilitation counselling;

- vocational rehabilitation agencies;
- vocational training centres;
- adult activity centres and work activity programs.

A significant portion of the money is devoted to specialized services which do not utilize voluntary services. Volunteers are involved primarily on boards of directors.

The Alberta Association of Vocational Rehabilitation Centres is a totally voluntary organization with volunteer members sitting on vocational rehabilitation centres' boards of directors. The Association advises the Department on policy matters and undertakes advocacy functions.

Several associations for the mentally retarded, which have strong voluntary self-help and mutual assistance components, receive substantial grants. These associations not only provide services, they are also advocacy groups.

Services for the Handicapped: Vote 7 covers grants which differ from those for vocational rehabilitation, so that assistance is provided in other ways to various categories of disabled persons. The first category covers institutional and community residential services. The second covers coordination services for agencies involved with the disabled. Two programs (community residences and approved homes) are operated by non-profit corporations that rely on volunteers. On March 31, 1983, they provided 1,050 and 233 places respectively(15).

Mental Health Services: Numerous groups and associations receive grants for the treatment of mental illness (Vote 8). The grants also support public education and mental health research. A partial list of activities covered by such grants includes: suicide prevention, day centres, the Canadian Mental Health Association, and re-socialization programs. The current annual budget of $7,359,000 supports approximately 30 voluntary groups or agencies.

Community Social and Health Services: The budgets indicated in Vote 10 finance community social services and local health units. Most of these funds are earmarked for agencies or municipalities, but some grants support voluntary associations such as the Canadian Cystic Fibrosis Society, the Alberta Heart Foundation, and the Cerebral Palsy Association.

These activities fall under several Acts. Let us examine the Family and Community Support Services Act. This Act is intended to involve citizens, at the local level, in services and activities that strengthen the family and the community. The Act, which is dated June 1981, replaces the Preventive Social Services Act of 1966. To indicate the importance of voluntary involvement under those Acts, it is sufficient to quote from a 1981 report: "Approximately 34,394 volunteers contributed over 1,000,000 hours to PSS programs in 1980"(16).

Under the new legislation preventive activities which appeal to volunteers and the community are certainly among the most impressive in

Canada. Statements of principles and policies refer to voluntary action: "Voluntarism and community self-help processes contribute to a sense of integrity, self-worth and interdependence. These are significant factors in sustaining or developing strong and supportive community structures"(17).

In addition, this publication emphasizes the importance of citizen participation through citizens' advisory committees and voluntary boards of directors.

Local health units are set up pursuant to the Health Unit Act. Regulations covering home care under this Act specify that programs must rely as much as possible on voluntary services(18). These regulations also provide for the creation of a home-care management committee made up of up to seven volunteer citizen consumers.

In concluding we should note some interesting aspects of the family planning program. Under this program, volunteers are trained as family planning counsellors, and many coordinators are volunteers themselves, as is the case with Serena Alberta. The Health Promotion and Protection Unit prepares two seminars a year. These seminars, called "Opportunity for Interchange," are attended by 35 representatives of approximately 25 agencies involved in family planning, in order to discuss program development and financing methods. Fifty per cent of participants come from local health units, and the other half from the voluntary sector; a significant proportion of participants are volunteers themselves. This is an original way of encouraging and supporting voluntary action and of disseminating information.

Administration of Programs Aimed at Volunteers: The preceding unequivocably demonstrated the scope and diversity of departmental programs related to voluntarism and supporting voluntary action. Some Acts and regulations specify the departmental will to foster volunteer development. The diversity and spread of volunteer assistance programs in many administrative units hinder the coordination of activities. It is even difficult to detect an overall view at the ministerial level, let alone to define it. The study of budgetary documents reveals that regional directors and personnel play an increasingly important role in granting subsidies. Despite a definite goal toward regionalization and decentralization, the system remains centralized in certain aspects. If decentralization is to proceed, at least three conditions must seemingly occur:

- budgetary control by the regional director;
- guidelines orienting regional directors' decision-making process and maintaining provincial coherence and equity;
- an information system as an essential feedback instrument in any decentralized system.

The Department has developed a standard grant application form which helps groups or agencies wishing to use it. A guide entitled **How to Develop a Proposal for Funding** has been published(19). This very practical guide is written simply and is easy to understand. However, it would be greatly improved if it referred to community involvement and the use of volunteers as criteria for receiving funds.

Principles Related to Voluntarism: The Department of Social Services and Community Health has defined principles applying to voluntarism in various acts and regulations. There is a real preoccupation and firm desire expressed in various ways to develop community life and the significant involvement of volunteers wherever possible. The Family and Community Support Services Act is particularly impressive and interesting with its preventive aspects and the commitments it makes to citizens' volunteer participation. Furthermore, considerable efforts in the various administrative units are deployed to disseminate simple and accessible information to the Department's varied publics.

3. Saskatchewan

In Saskatchewan, we met officials and obtained documents from two Ministries: Social Services and Health.

Social Services

Through its program to fund community service projects, this Ministry administers grants to the tune of $5.6 million for the current year. Approximately 60 non-profit or co-operative community service agencies have received a grant in various sectors of activity. The grant program has now been operating for eight years, and the first subsidies were granted in 1975.

Some examples of the type of projects that are funded by this program include four social rights organizations representing welfare recipients and low-income persons, and seven Big Brother and Big Sister groups, as well as sexual assault intervention units. The Ministry has established a new priority, the granting of subsidies to projects intervening in violent family situations, whether involving battered wives or abused children.

The Ministry also provided 421 activity centres for senior citizens with operating grants inferior to $5,000 each, in 1983-84. These grants are not intended for the purchase of services: rather, they support the infrastructure required for action by the voluntary agency. This approach has the advantage of being economical and flexible. Directors of those organizations must obtain grants to cover program costs when appropriate. In addition to the senior activity centres, the Ministry also funds 16 local transportation services for the elderly.

Twenty-four-hour crisis lines were first installed in Saskatoon, for example, through voluntary initiatives. The operation of these telephone lines is now totally financed by the government, but administered by agencies directed by voluntary boards. In Saskatchewan, volunteer bureaus are not subsidized by the provincial government.

An additional $5 million budget supports 133 subsidized projects to help disabled persons with the involvement of volunteers. Some projects include an advocacy component.

Ministerial Policy: While there is no written or formal statement in the Ministry dealing with voluntary involvement, it has been Departmental practice for many years to rely heavily on the voluntary sector. The legislative authority for program financing is found in Section 8 of the Social Services Department Act. In substance, this section allows funds to be allocated as grants to non-governmental agencies for services that benefit the population of Saskatchewan. The Ministry may authorize grants not exceeding $10,000. Larger grants must be authorized by the Lieutenant Governor-In-Council.

In the Community Services Branch, program management is centralized, but four consultants assist the community service agencies and formulate recommendations to the provincial director. The Saskatchewan approach to voluntary involvement is relatively simple, but the grant application forms are very detailed in terms of their financial and budgetary dimensions. Board members must be identified on the form. Furthermore, there is one question that points out program effectiveness and methods used to evaluate the quality of services supplied. The Ministry has adopted the functional accounting of United Way Canada for voluntary agencies.

In compliance with the law, the final decision about granting a subsidy rests with the Minister or the Cabinet, according to its importance. The Minister explains the decision of his ministry in a very elaborate letter. Other areas of departmental funding to non-government agencies with voluntary boards include approximately 90 daycare centres, some 20 odd employment assistance agencies and an on-going group of about 40 agencies involved in social services to families and children.

Ministry of Health

Voluntary involvement in the programs of the Ministry of Health is varied and widespread. Volunteers are involved primarily in direct services, although some sit on boards of non-governmental agencies financed by the Ministry.

Home Care: Each of the 45 Home Care Districts is directed by a volunteer board. Boards are responsible for service delivery. They hire staff to carry out administrative responsibilities and to provide services. All districts have a senior staff person. Some of these senior staff persons handle volunteer co-ordination, while a few districts have separate volunteer co-ordinators.

Volunteer driver programs have been developed in some Home Care Districts. These programs are administered through the home care board offices and local senior citizen activity centres. As an incentive, volunteer drivers can claim 50% of the government mileage rate.

The Saskatchewan Alcoholism Commission: The Saskatchewan Alcoholism Commission policy is to include volunteers as much as possible in its delivery of service. These volunteers include peer counsellors, as well as concerned private citizens, and overall, they generally encompass members of mutual assistance groups such as Alcoholics Anonymous, Al-Anon, etc.

A total of 16 non-profit corporations receive grant funding for 21 different facilities relating to detoxication, referral, assessment and treatment. One additional residence is operated by a private individual who is responsible for all staffing arrangements. The 21 facilities are directed by Board members, who for the most part are volunteers. Although the staff within the facilities are on a salary, they continue to utilize volunteers as much as possible.

The Alcoholism Commission has developed an ongoing training program for Commission staff and funded agency staff. This program also accommodates some volunteers from throughout the Province.

Ambulance Services: Sixty-six of the 105 ambulance districts in the province are served exclusively by volunteers. The organization of these services, primarily in rural areas, is connected with the local hospital, local municipality, local fire department, and/or with a voluntary association. In the ambulance sector, assessment and equipment inspection procedures apply to volunteers and salaried personnel.

Psychiatric Services: In the past year, Psychiatric Services Branch has supported approximately 20 non-profit organizations with annual grants. Some of these grants are renewals; others have been given for the first time. All of these groups are involved with providing direct services to persons who are currently experiencing or previously had a psychiatric disability. Services delivered include residential services, social and recreational services, rehabilitation services, and self-help opportunities. The Saskatchewan Mental Health Association is the single largest grant recipient as it offers a variety of programs province-wide.

Ministerial Policy: We obtained a good description of voluntary support programs from the Ministry. Unfortunately, at the time of writing, we were still waiting for quantitative data on programs to arrive by mail, and more specific information about policy operation. We know, however, that some voluntary associations in the mental health sector, for example, are well-recognized and that they receive recurring annual financing. They were established and operating before receiving government grants.

4. Manitoba

The Manitoba Department of Community Services and Corrections, the Ministry of Health, and the Ministry of Employment Services and Economic Security administer programs which are relevant to our study.

The Department of Community Services and Corrections

In view of the time limitations for this study, it was only possible to obtain information highlighting some key aspects of this Department's support funding for volunteer services. This department gives grants to support programs set up by voluntary agencies in the following areas:

o **Family and Child Services,** specifically Children's Aid Societies, whose board members are volunteers, but whose programs are usually quasi-governmental and statutory. Children's Aid Societies employ volunteer coordinators subsidized by the Department. The Manitoba Association of Foster Families also receives a small annual grant.

o **Community Care and Services to the Elderly.** This category includes grants given for "Meals-On-Wheels" ($26,000 in 1980-81). Board members are volunteers, as well as the drivers and the meal delivery teams.

o **Vocational Rehabilitation Services**

o **Care and Treatment of Mentally Retarded**

o **Corrections**

o **Friendship Centres.** The ten centres received a total of $503,000 in 1980-81.

o **General grants.** Various associations or organizations such as Brandon Citizen Advocacy, the 4-Nation Confederation, the Crisis Invervention Centre and the Volunteer Centre received subsidies in this category.

Brandon Citizen Advocacy recruits volunteers to act as representatives of mentally handicapped persons. They act on an individual basis, i.e., one volunteer per disabled person.

The grant program for the year 1980-81 had a budget of $25,748,100. However, the information obtained does not allow us to precisely identify the amount directly alloted for volunteers. One must note that a large proportion of this budget supports quasi-governmental programs, such as Children's Aid Societies, and some institutions financed by the government but operated by non-profit corporations.

Departmental policies: Support to voluntary agencies is given by way of consultation services by Ministry personnel, promotion, as well as material and financial support.

The budgetary guide and the financial aspects are very explicit, but other aspects of the policies are not. Criteria aren't very specific: in effect, practical considerations are the rule. Organizations wishing to finance their programs must provide information about related goals and anticipated results in quantitative terms. Program efficiency is a key point. Consequently, organizations must define the evaluation criteria of such results.

The Department's approach to voluntarism is characterized by the notion that volunteer citizens are involved, responsible and autonomous persons; policies flow from that perception. We were also told that volunteers are encouraged as much as possible to sit on boards near their residence. This promotes relationships between the community and those organizations. In addition, it is recognized that volunteers can do work which need not be given to professionals. The Department outlines services it wishes to see developed, and is ready to support. This corresponds to buying such services outright, an approach that is also prevalent in other provinces.

The Department of Health

We met a departmental official at the regional level, and the information provided was different from that gleaned elsewhere. We report on this meeting because it allows us to understand how a provincial policy is applied at the regional level. The Department's annual report mentions voluntary activity in provincial mental health centres. Those centres offer the services of volunteers who help patients to cope with several re-socialization tasks. The importance of the work done by the Coordinator of Volunteers is stressed.

The Coordinator of Volunteers (local level): We were told that the function of the Coordinator of Volunteers is extremely important. It often spells the difference between the success or failure of a voluntary program, because ill-oriented or poorly coordinated volunteers are quite often uncomfortable, especially within a governmental body. They lose interest in the long run, and they disappear. In addition, we were told that there were no problems with professionals or with unionized employees, because volunteers are carefully screened from tasks which would compete with ones carried out by professionals or by regular staff.

The Coordinator has the following functions:

- planning and development of the voluntary program,
- recruitment of volunteers,
- interviews with volunteers and placement;
- orientation and training of volunteers;
- supervision and evaluation;
- recognition of the role played by volunteers;
- data collection and program evaluation.

Let us mention a new initiative taken by Manitoba. Premier Howard Pawley invited a number of volunteers to a reception in their honor to thank them for their contribution to the community.

Only one coordinator can supervise the activity of hundreds of volunteers in several sectors of activity. For instance, the coordinator of the regional office we visited had overseen 5,000 hours of voluntary activity during the year.

The Department of Employment Services and Economic Security

Although this Ministry was not on our initial list, when we visited Winnipeg the interest and the importance of its **Volunteers in Public Service Program** was indicated to us. The documents we consulted indicated a new, imaginative and interesting program. Unfortunately we were unable to meet with the person responsible for this program, but she quickly sent us all the necessary information.

Volunteers in Public Service Program: The program is well described in the following text prepared by the Ministry(20):

"Initiated in 1978, by the Provincial Government of Manitoba, the V.I.P.S. Program was begun in order to assist government agencies develop structured programs for utilizing volunteers. Managed by the Employment and Youth Services Branch of the Department of Employment Services and Economic Security, the V.I.P.S. Program funds Coordinators of volunteers positions and places these Coordinators in selected government agencies for a demonstration period. Each Coordinator manages a volunteer work force, which assists the agency in attaining specific goals.

"Programs are developed and maintained by a trained Coordinator of Volunteers whose role is to:

- design a volunteer program based on specific agency needs
- facilitate the involvement of agency staff in the program
- promote community awareness of the need for volunteers
- arrange suitable placements, matching volunteer skills and interests to volunteer jobs
- provide supervision and support to volunteers
- train and evaluate volunteers
- evaluate the volunteer program

"Sponsored agencies must provide the Coordinator of Volunteers with adequate direction, guidance and support mechanisms in order to facilitate program success. Through the utilization of volunteers, agencies can benefit from expanded and improved services such as:

- increased individualized service to clients
- increased public awareness of its services and programs
- administrative, technical and clerical assistance
- professional consultation
- additional human resources, energy, skills and enthusiasm.

"V.I.P.S. works in close cooperation with the Volunteer Centre of Winnipeg (a United Way funded agency) to provide:

- training to Coordinators of Volunteers
- consultation on volunteer program development and evaluation
- volunteer recruitment assistance

"A program evaluation arrived at the following conclusions. Fourteen governmental agencies benefited from this program, and upon its completion, all agencies implemented a permanent volunteer program; twelve created positions for Coordinator of Volunteers. Such a program has several advantages. For a minimum budget of $150,000 in 1982-83:

- 9 Coordinators of volunteers signed a term contract with the provincial government and received related training;

- 1,059 volunteers were active in 14 departments or provincial organizations, for a total of 28,500 hours of activity."

This program is one of the most innovative we discovered during our visit of the provinces. In our view, it is unique in Canada. It can become an extremely positive model for the development of voluntarism in the public sector.

5. Ontario

In Ontario, we interviewed respondents and analyzed documents of the Ministry of Community and Social Services and of the Ministry of the Provincial Secretary.

The Secretariat for Social Development, Ministry of the Provincial Secretary

The basic mandate of this Secretariat, which is attached to the Ministry of the Provincial Secretary, is to develop planning and programing perspectives in the global field of social policy. It also coordinates the action of several social ministries.

The Secretariat has set up an inter-ministerial committee on voluntarism, under the chairmanship of Ms. Susan Crawford, regrouping representatives of the following ministries:

- Citizenship and Culture;
- Community and Social Services;
- Correctional Services;
- Education;
- Health;
- Secretariat for Social Development;
    - Secretariat for disabled persons;
    - Seniors Secretariat;
    - Youth Secretariat;
- Tourism and Recreation.

The Committee's mandate is to develop a global view of the scope and type of role which social ministries should play in the voluntary sector. Toward this end, the first step is to draw up an inventory of volunteer-related activities within the "human service" ministries just mentioned. The inventory is an in-house study which focuses on:

(1) volunteer participation in Ministry-operated facilities and direct service programs;
(2) Ministry services in support of volunteer development (e.g., consultation);
(3) involvement of paid Ministry staff with volunteers.

The purpose of this inventory is to:

- collect and share information about the volunteer programs of these ministries;
- explore the possibilities of coordinating all such initiatives;
- evaluate the possibility of developing a policy framework in the field of voluntarism.

The Secretariat's mandate states some guiding principles which support the committee's action:

"The voluntary participation of citizens is a valuable and essential part of the delivery of services to citizens. Voluntarism plays an integral part in several provincial ministries and in the community programs which they finance."

The Ministry of Community and Social Services

The position of this very important Ministry with respect to voluntarism is somewhat similar to that of the Alberta Department of Social Services and Community Health. However, Ontario's experience with decentralization goes back much further than Alberta's, where regionalization and decentralization are just being finalized. The Ministry grants $815 million to voluntary and charitable organizations, even though an important part of that amount supports statutory and quasi-governmental programs.

At the central level, there is a position of Coordinator of Volunteer services who acts in a consultative capacity at various Ministry levels. The Coordinator has produced various documents(21), the most recent of which constitutes an actual proposal for a ministerial policy in the field of voluntarism. This well-documented text not only describes the present condition of voluntary activity within Ministry programs, but suggests several options relating to the principles, policies and practices of the Ministry. Even if this publication is still a working document, it provides valuable insights into the situation of the Ministry.

It shows that some 2,230 volunteers are active in programs which are directly administered by the Ministry. In addition, volunteers are used in most programs financed by the Ministry and administered by non-profit corporations. According to the most current data, the number of volunteers working in the field of child welfare alone is estimated at 7,300 (1980). If volunteers work an average of four hours per week, their impact can be assessed as follows:

Number of volunteers	Total number of hours per week	Total number of hours per year	Positions (equivalent)
2,230	8,920	463,840	238
7,300	29,200	1,518,400	779

These figures show the impact of volunteers on programs. It is felt that volunteers make a significant contribution in the following areas, among others:

- information services;
- employment programs;
- offender-victim programs;
- probation supervision;
- vocational school programs;
- observation and detention centre programs;
- life-skill development programs;
- respite services;
- clients who become volunteers;
- home care training;
- advocacy and protection of handicapped persons (when appropriate).

In addition, the document describes the possible development of voluntary programs in several areas:

- young offenders;
- vocational rehabilitation services;
- life-skill development (routine tasks);
- parental respite;
- services for the disabled;
- services for the elderly;
- welfare services;
- advocacy services for the handicapped.

This document establishes principles based upon the desire of people to be active in community life and to improve the quality of their social environment, while ensuring their personal development. The value of volunteer contributions is also recognized with respect to the improvement of services, some of which would even disappear were it not for volunteer activity. It is also recognized, at the more fundamental level of principles, that volunteers have often initiated services which have since become statutory.

Eleven program goals were defined, as well as a work plan.

6. Québec

The Province of Québec has set up a variety of programs to support voluntarism. We met with representatives of seven ministries or public agencies, i.e., the Ministry of Social Affairs, the Montréal Metropolitan Regional Council of Health and Social Services, the Ministry of Education, the Ministry of Manpower and Income Security, the Social Development Secretariat of the Executive Council Ministry, the Youth Protection Committee of the Ministry of Justice, and the Québec Bureau for Handicapped Persons. We will deal with the programs of five ministries or organizations, because the activities of the other two are not relevant to this study.

The Ministry of Social Affairs

The Ministry of Social Affairs, through its regional liaison service, administers a substantial grant program for voluntary organizations. In 1983-84, 698 groups or associations shared a $13 million budget divided in two categories: the first ($9,653,000) is managed in a centralized fashion by the Ministry of Social Affairs itself; the second, ($3,950,000) is managed in a centralized manner yet allows for regional input, and is concerned with providing home care and home support services. For the latter part of the budget, Regional Health and Social Service Councils submit their recommendations to the Ministry of Social Affairs, which makes the final decisions concerning grants. We will examine this budget category when describing the process set up by the Montréal Metropolitan Regional Health and Social Service Council.

To this day, 698 groups were subsidized in four categories:

Groups or associations	**Number**	**Grants**
Home care & home support services	447	$3,942,900
Promotion and direct services	126	$3,451,733
Women in distress, Rape crisis centres, shelters and support activities	47	$3,594,150
Youth resources	78	$2,592,000
Total	698	$13,580,783

One hundred and thirteen new groups were funded in 1983-84, which is 16% of the total figure. Even though this is an impressive budget, it represents less than 1% of the total budget of the Ministry of Social Affairs, which is $5.35 billion for the current year.

Most subsidized voluntary organizations are local or regional groups. They are small and require only a few people to coordinate volunteer activity. These groups must be legal corporations; if not, their grants are turned over to a trustee. Some groups are provincial in scope.

In addition to providing financial assistance to voluntary groups, the Ministry's officials assist them in submitting grant requests by way of consultations and technical assistance. There are five program officers (including a director) who visit voluntary organizations and ensure that those with the least resources are not disadvantaged. In addition, program officers keep the association informed so that they are in a position to help one another when they experience difficulties.

The Ministry also indirectly supports the development of voluntarism. Last year, it spent $300,000 to cover the direct costs of a three-month public opinion campaign. The total costs of the campaign were higher, but some costs were assumed by the media as a public service, and others were provided in the form of indirect services. This campaign is the only such initiative we discovered during the course of our study and we will examine it further in another chapter since it leads to a number of interesting questions. The Ministry also received an award ("le Coq d'or") for the overall quality of its campaign.

The Association of Volunteer Centres also receives a grant as well as logistical support for its promotion of Volunteer Week.

The policy of the Ministry of Social Affairs: The grant program, as is the case with most other provinces, is non-statutory and therefore is not guaranteed. Groups have no assurances that their financing will continue from year to year. The Minister of Social Affairs makes the final granting decision.

The Ministry has published a document defining program objectives, describing subsidized activity sectors and specifying related criteria(22).

Objectives of the support program for voluntary organizations: The overall objective of the support program for voluntary organizations is mainly the promotion of individual quality of life through effective volunteer services oriented towards community needs. More specifically, the objectives are:

- supporting activities corresponding to the real needs of the population within the framework of ministerial priorities and complementing services offered by the social affairs network;
- promoting volunteer community involvement in the fields of health and social services, at all levels within a given organization, as an expression of the involvement and participation of individuals in the life of their community;
- helping organizations to develop and maintain the capacity to provide quality services;
- promoting greater involvement and responsibility of client groups in finding solutions geared to their problems;
- promoting experiments which may lead to new methods and approaches for the development of health and social services.

Sectors of funded activities: Given the priorities of the Ministry of Social Affairs, the sectors of activity for which funding is provided consists of a variety of community projects submitted by non-profit organizations, groups or associations with a social or human service dimension. Services provided by those various organizations can be categorized under three main headings:

a. Promotion and services to the community

This heading covers organizations which provide a wide range of community services in the social or health field, in the form of supporting activities, animation, information, counselling, and advocacy for the rights of underprivileged client-groups.

The main client-groups supported and assisted by the various associations, federations and voluntary agencies are, among others: persons experiencing health problems, single-parent and foster families, elderly people, the physically and mentally handicapped, the underprivileged, alcoholics and other persons with drug dependencies.

b. Services for Women in Distress

This area covers organizations which look after the needs of women experiencing difficulties, most notably problems associated with family violence, economic dependency and isolation or loneliness.

The help provided consists mainly of temporary shelter and follow-up services such as telephone counseling, moral support, information, referrals, physical company, prevention services and promoting neighbourhood awareness.

c. Youth services

This heading covers organizations providing services to teenagers and young adults. By way of selected activities or community services, these organizations foster an environment adapted to the tastes and needs of young people (self-control, a sense of responsibility, self-realization, participation in the development of programs).

In view of their contribution to the social life of the community, their preventive programs, and the ongoing support they provide, such organizations contribute greatly to the search for solutions to various problems contronting young people ("dropping out," deviant behaviour, drug and sex-related problems, juvenile delinquency, housing problems, etc...).

Eligibility for the Support Program of Voluntary Organizations: The Ministry's general approach with respect to the evaluation and approval of projects is based upon the following conditions:

o **Criteria relative to the status of the organization:** Organizations must:

- be incorporated under the third part of the Corporations Act (non-profit) or enjoy formal public recognition;
- keep their by-laws up to date and ensure that they conform with the charter of the organization (role, rights and powers of the corporation);

o **Criteria relative to the choice of projects:** The evaluation of grant requests also takes into account the following elements:

- the relevance of the proposed project with respect to the objectives and priorities of the Ministry;
- the importance given to voluntary activity in carrying out the organization's activities;
- the complementarity with existing programs;
- the correlation between community needs and the organization's objectives;
- the spirit of initiative and creativity of the projects submitted;
- the cooperation with local organizations and local resource groups;
- the importance given to the establishment of concrete community services;
- the vitality of the organization and the impact of its activities in the community;
- the efforts made by the organization to diversify its sources of funding;
- the use of past subsidies for the established purposes of the grant.

Eligibility for the Grant Program: Given the above criteria, it happens that some organizations, projects or programs are not eligible despite the quality and relevance of their services; are not eligible grant requests submitted by organizations which:

- implement activities or offer professional services duplicating the ones provided by the Social Affairs network;
- are subsidized by a federation or a provincial association presently funded by the Ministry of Social Affairs;
- are devoted to research and/or training.

It is evident that the policy of the Ministry is quite elaborate. There is also a detailed grant application form. This form is 14 pages long and requires information such as:

- the list of Board members;
- the appointment of an official financial auditor;
- the history of the organization;
- its objectives;

- relationship with other organizations and with local resources;
- a report summarizing the last year of operation, including data on the number of volunteers and the number of hours of voluntary activity;
- budget forecasting;
- other documents.

In 1984-85, the Ministry of Social Affairs will computerize its grant sector, thus allowing rapid access to relevant information.

Voluntary commitment is very important; the Ministry wishes to ensure that grants do not destroy the spirit of voluntarism. It is alarmed by a certain trend indicating a negative relationship between the size of a subsidy and the total number of hours of voluntary activity in a given organization. It would seem that the higher the amount of a grant, the lower is the total number of hours of voluntary activity, a factor which concerns program officers. The Ministry wants to ensure that volunteers continue to have a privileged role in voluntary organizations. At the technocratic level, there is no involvement in political considerations; each project is evaluated according to an objective process and an equal opportunity is given to all projects.

Each organization must evaluate the activities of its volunteers. The Ministry of Social Affairs does not directly control in any detailed way the quality of services provided, but it does ensure that funds are used legitimately and that an adequate quality of service is maintained. The aim is to avoid the bureaucratization of organizations which must provide a great deal of data to the Ministry. The belief is that the content of a report submitted by an organization is more important than its format.

Many new initiatives are being considered both in terms of the continuation of the existing approach and in terms of the modernization of the concept of voluntarism. The Ministry plans to work very soon on the motivational aspect of voluntarism and to draw attention to social problems which could benefit from the involvement of volunteers. The Act giving access to information in the public sector (effective in July 1984) may also have some affects on the administration of the grant program. Program officers must now sign their observations and recommendations, and this may influence the manner in which decisions are made because voluntary organizations have access to files concerning their grant request.

The Health Services and Social Services Act has created many categories of quasi-governmental agencies responsible for the delivery of services. There are more than 1,000 such agencies, and all their Boards include citizens participating as volunteers. Recently, a change of regulations has imposed the presence of at least one representative of the voluntary agencies' sector on the Boards of several categories of these agencies.

Principles: In 1978, the Council of Social and Family Affairs submitted to the Minister a study and recommendations dealing with **The Question of Promoting Voluntary Initiatives in the Field of Social Affairs in Québec**(23). The table of contents gives a good indication of the issues examined.

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- Voluntary organizations on the agenda
- Voluntary organizations:
  - What are they?
  - What is their role?
  - How do they act?

- How must the State behave with respect to voluntary organizations?
- The conflict between volunteers, professionals, and unions
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- Responsibility of the State
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- Different types of governmental help for voluntary organizations
- Administrative structure
- Financial support
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  - Characteristics of financial support
- Support other than financial
- Other responsibilities.

This study was preceded by another published by the same council in 1976 and entitled: **Promotion of the participation of community groups in the matter of public services and of community development**(24).

Even if they do not represent the Ministry's position, these two studies clearly indicate its guiding principles and the development of its policy. The Minister's letter of acknowledgement, sent to the President of the Council August 9, 1978, attests to this fact:

> "Rest assured that I will submit the Council's document for consideration by the senior officials of my Department concerned with the voluntary sector; they will examine it and use it to establish the way in which governmental help is provided to such organizations, because they remain essential to the democratic development and growth of our society."

To our knowledge, both studies are the most in-depth ones done by any provincial government on the subject in recent years.

Ministerial Policy of Home Care and Home Support Services: The Regional Councils of Health and Social Services make recommendations to the Ministry for the subsidization of home care and home support services

($3,942,000 in 1983-84). They establish criteria adapted to their region according to the directives of the Deputy Minister of Social Affairs; in addition, they provide technical assistance to home care and home support service groups in their region.

Each year, in announcing the budget for voluntary home care and home support service organizations, the Ministry releases a directive which sets out its priorities, the responsibilities of Regional Councils, and deadlines.

The provincial budget is subdivided into regional budgets, in order to ensure a degree of equity among respective regions.

In the 1983 directive, the Ministry indicated it would give priority to service organizations which used volunteers for the following activities:

- friendly visits;
- escort service for professional consultations;
- shopping assistance;
- mail watches;
- security calls;
- transportation;
- assistance with heavy work;
- physical assistance;
- babysitting;
- Meals-On-Wheels;
- civic sponsorship (including Big Brothers and Big Sisters).

The program target groups are the following: the elderly, the chronically ill, the disabled, and families in distress.

Policy Management in the Montreal Area: As an example, let us consider the case of the Montréal Metropolitan area, where 31.5% ($1,242,013) of the funds are allocated. Table IV prepared by Mr. Louis-Paul Thauvette provides an excellent indication of the program's impact on the organizations of that area.

Upon examination, the Table shows that the "Conseil de la Santé et des Services sociaux de la région de Montréal métropolitain" (Regional Health and Social Services Council) applies the ministerial directives in order to support local and community organizations. Community self-help and support or reinsertion in the natural community environment are all objectives which are taken into account in the allocation of subsidies. The document prepared by the Regional Council describes the objectives and approach of the program:

> **"Program Objectives"**
>
> The main objective of the program consists, therefore, in giving recognition and support to volunteer and community self-help initiatives aimed at the support or reinsertion of people in their natural living environment.

TABLE IV

FUNDING ALLOCATION RECOMMENDATIONS 83-84: VOLUNTEER AND COMMUNITY SELF-HELP PROJECTS

TYPE	Number	Average Financing	Total	Per cent of Grant
a) Volunteer and community self-help centres	39	$14,885	$580,525	47.7%
Exchange organizations	4	$14,875	$ 59,500	4.8%
b) Civic sponsorship	3	$17,000	$ 51,000	4.1%
c) Meals-on-Wheels				
Volunteer services in Montréal	70		$105,000	11.4%
Golden Age	7		$ 17,000	
Volunteer service of West Island	10		$ 20,300	
d) Community Centre for the elderly	13	$11,515	$149,695	12.0%
e) Community Centre or cultural community organizations	11	$ 7,977	$ 87,750	7.1%
f) Service organizations for the disabled	8	$ 8,718	$ 69,750	5.6%
g) Organizations for family problems	7	$ 8,712	$ 60,990	4.9%
h) Mental health organizations	3	$ 8,616	$ 26,000	2.1%
i) Others	Genesis Project		$ 12,000	1.3%
	WISE		$ 4,000	
TOTALS	93 organizations 87 local "Meals-on-Wheels" groups	$13,517	$1,243,600	100.0%

Louis-Paul Thauvette
CSSSRMM
October 7, 1983

More specifically, the program's objective is to provide financial support to local non-profit organizations involved in the delivery of voluntary and self-help services which meet support needs of people and promote their reinsertion and participation in community life.

"A Community Approach"

With a view to promoting, to the extent possible, care in the home, social integration, community participation and reinsertion, the program's priority at the subsidy level is given to local organizations (CLSC district) which ensure the emergence and coordination of volunteer help or self-help activities, without prejudice as to cultural distinctions, specific problems or target groups (the elderly, the disabled, the chronically ill, families in distress, etc.).

This approach assumes that it is easier at the local level to raise the consciousness of a population, to invoke a feeling of belonging, and to count on a desire to share, to participate, and to help one another; then it is easier to foster advocacy, to maximize the use of community resources, and to promote concerted action and adjustments among services available in the local community.

"Criteria"

Grant criteria are also spelled out in such a way as to promote the program objectives and the community approach.

- The organization must be incorporated as non-profit, must have a Board made up of representatives of the community and the client groups and must also have been providing voluntary services for at least one year.
- The organization must provide distinctive and complementary services to the home care and home support services of the Social Affairs network.
- The organization must have a group of available volunteers.
- The organization must have established relationships and must be **supported** by an agency or a group involved with the home care service program (especially local community centres (CLSC), community health centres, home care groups and social service centres).
- With respect to organizations which provide several services or activities, the grant request must underscore the specific character of the voluntary assistance and self-help activities.

Issues Relating to the Home Care and Home Support Program: The Association of Volunteer Centres, whose members have become heavily involved in the Home Care and Home Support Program as a matter of group survival and to obtain funding, has raised some criticisms and voiced some concern in relation to the program. The association is especially concerned that this program threatens the autonomy of volunteer centres. Their activities might become totally dictated by the objectives of the program, and the spontaneity and quality of voluntarism might suffer. The Association has submitted several recommendations to the Minister and to Regional Councils aimed at ensuring that the reality of voluntarism within voluntary organizations is respected. The Association has expressed its thoughts about the notion of complementarity with public agencies, about the relevance of measured controls and evaluation, and about grant criteria.

The Ministry of Education

Although not included in the category of Ministries studied, we felt it important to note the grant program of the Québec Ministry of Education. Grants are provided to voluntary organizations active in the field of community education through the support program for non-profit community development organizations. The program supports the activities of many volunteers in the social service field, particularly in underprivileged areas with low-income and welfare recipients.

The program's budget for 1983-84 is $4,162,525, of which $200,000 is reserved for areas where grants are difficult to allocate, $1,585,010 is reserved for provincial organizations or groups, and $2,377,515 for regional and local organizations. The latter part of the budget is divided among 12 areas according to the following formula: each region receives a minimum subsidy of $90,000 with the balance distributed among all regions on a prorata basis determined by their population according to 1976 census data. Four hundred and fifty-nine organizations submitted requests totalling $15,849,077, so the available budget represented only 20% of the total demand. The 1983-84 budget was allocated and divided among 434 organizations. The following table indicates how those amounts were divided among eight types of organizations.

Type of organizations	**Grants**	**%**
Promoting the family	$ 547,210	13.2
Promoting workers	160,622	3.8
Socio-economic objectives	480,859	11.6
Social objectives	998,214	24.3
Specific objectives (youth, handicapped, disabled, elderly and others)	692,270	16.8
Community communications (TV, radio, print and others)	178,947	4.3
Various objectives (cultural, recreational and others)	43,786	1.2
Educational objectives (reading and writing skills and others)	1,017,865	24.8
	$4,119,873	100.0%

Community Education Grant Policies: The projects submitted must specifically promote the acquisition or the development of knowledge and new skills for members of those voluntary organizations.

The purpose of the policy is:

- To support community education projects set up by organizations whose client-groups are the poor and/or underprivileged in other ways.
- To support community education projects whose purpose is to elicit or support collective development activity or the implementation of training related to such collective development activity.
- To support community education projects having a specific training component for volunteers active in that organization and who eventually may better contribute to the development of their community.

The program's objective is to subsidize at most 50% of the grant request. Admissible expenses are the following:

- the cost of hiring resource personnel at a rate of up to $17.00 per hour;
- the cost of teaching material;
- operational costs.

Before submitting a request, an organization must be accredited with the program. The organization receiving a grant is required to have a large volunteer component and priority is given to training projects with a multiplier effect. The purpose is to train resource personnel in the most underprivileged areas. The program is conceived so that training activity is linked to the development of collective action: for instance the training of leaders within single-parent family organizations, or groups of unemployed persons, or welfare recipients.

The program is centrally administered, but there is a pilot project featuring administrative decentralization in one of the 12 areas.

The Ministry of Justice

The Québec government's law for the protection of youth entrusts a **Youth Protection Committee** (which is linked to the Ministry of Justice) with the responsibility for promoting prevention and community involvement.

One of the Committee's mandates is the prevention of juvenile delinquency. In order to fulfill this mandate, the Youth Protection Committee encourages the establishment of youth community centres.

Development officers and staff members of the Committee help establish youth homes; each is managed by a volunteer board. The financing of these homes is the responsibility of the Ministry of Social Affairs.

The development officers of the Youth Protection Committee may enlist the assistance of local community service centres in setting up the youth homes.

The committee makes available to individuals, groups or organizations, grants of up to $10,000 per project to promote prevention linked to the protection of young persons.

Program Objectives

- To help local individuals, groups or organizations to establish or consolidate resources which truly correspond to the needs of children and of teenagers, as well as those of their family;
- To encourage the recipients of such services, whether parents, children or teenagers in difficulty, to participate in resolving their own problems;
- To support the spread of projects which have had a significant impact on the community;
- To encourage the development of preventive approaches and preventive measures aimed at children and adolescents at risk;
- To promote the development and the implementation of new methods or measures in the field of youth protection which involve community participation;
- To encourage coordination and cooperation between public or para-public services and organizations and associations, private groups or volunteers working in the field of youth protection.

Criteria

The projects must:

- Be directed towards children and adolescents who need protection, as well as to offenders or those who are at risk of becoming offenders, as well as their parents;
- Have a preventive scope and promote a community approach;
- Not duplicate existing resources or services
- Offer some potential for continuity or significant impact in the community;

- Have established measures of evaluation.

The selection committee favors projects which present the following characteristics:

- Solve problems or meet clearly identified needs related to youth or adolescents, following local or regional consultation;
- Promote the maintenance of a child or adolescent in his or her family or natural environment;
- Call for volunteer participation;
- Make use of the various community resources;
- Aimed at target groups which are considered to be a priority by the Youth Protection Committee.

The Québec Bureau for Handicapped Persons

The birth of the Québec Bureau for Handicapped Persons stemmed from a serious social problem: handicapped persons were unable to satisfy their needs like all other citizens of Québec because of societal deficiencies, inadequate resources, inaccessible public properties and a general intolerance of their "differences."

The Act which established the rights of handicapped persons was adopted on June 23, 1978. It legislated the creation of the Québec Bureau for Handicapped Persons. The Bureau's function is to coordinate the various services provided for the handicapped, to promote their interests, and to facilitate their social integration, whether professional or educational.

In addition, this Act established the creation of accessible housing, the development of transportation facilities for the handicapped, (modified vehicles, curb and sidewalk modifications, reserved parking etc.) and access to public buildings. Disabled persons whose rights are not met have a recourse against discrimination, since their rights have been incorporated in the Charter.

The social integration of handicapped persons is first and foremost their own concern. Accordingly, the Bureau encourages the handicapped to join or form advocacy associations to defend their rights.

An advocacy organization is defined under Québec law as any organization whose main activity is defending the rights, promoting the interests, and improving the living conditions of the disabled.

In order to encourage the promotion of the rights of the handicapped the Bureau subsidizes their advocacy organizations. These voluntary organizations all have a volunteer Board and use volunteers to fulfill their mandate.

In 1980-81, twenty advocacy organizations received grants totalling $99,700. By 1983-84, grants allocated to advocacy organizations for handicapped persons totaled $1,518,000 divided among 325 organizations throughout Québec. Estimates are that at least 3,000 volunteers worked at the Board level in such organizations.

An organization which raises more than $240,000 on its own cannot be subsidized. If it raises less than $50,000, it can get a full grant of up to $30,000 annually.

7. New Brunswick

In New Brunswick, the major government initiatives supporting voluntary organizations in the three areas covered by this study are the responsibility of the Department of Social Services, and the Department of Health, Community Health Sector. The information provided below comes from interviews with representatives of those Departments.

Practices: In this province, support for voluntary agencies takes different forms: professional and technical support, material support, and financial support.

Professional and Technical Support: The Social Services Department provides voluntary agencies with the services of professionals capable of developing and carrying out research work which voluntary agencies can use to document their requests for assistance and to clarify their proposed activities. They also contribute to staff and leadership training for voluntary agencies. Department officials also sit on some Boards of Directors of voluntary agencies.

Direct Material Support: The Department of Social Services also provides voluntary agencies with direct material support in the form of office space and the use of printing, photocopying and data processing equipment.

Financial Support: Financial support is provided through annual grants that ensure the financial stability of voluntary agencies offering direct public services. This support also takes the form of service contracts that the Department solicits directly to fulfill specific mandates. These are usually Ministry priorities which enable a voluntary agency to improve its services to the public.

For 1982-83, grants to 55 voluntary agencies amounted to $970,000.

Through an agreement signed in 1979, the Department of Health mandated the Canadian Mental Health Association to promote voluntary action in the field of mental health throughout the province. This Health Department financing enabled the Canadian Mental Health Association to hire community workers to work throughout the province in close cooperation with the various local sections of the Association and with the different local agencies active in the field of mental health. For

1982-83, the financial assistance provided by the Department of Health amounted to $849,600 distributed to 14 community health agencies.

Policies: The Department of Social Services encourages and supports voluntary agencies working in the social service field. A discussion paper has been prepared and as of this writing was being revised. The main policy items raised in this document are:

- The Department will provide funding for voluntary agencies or services that complement or supplement those provided by the Department, and in a manner that ensures the equal availability of such services throughout the Province. Appendix A and B to this policy specify the funding categories, distribution of funds, and eligibility criteria.
- The overall management of the External Agency Support Program shall be vested in the Supervisor of the Communications and Federal/Provincial Relations Unit and his/her delegate, the External Agency Support Program Manager.
- The Department will annually establish service or target-group funding priorities on which decisions over new (discretionary) funding will be based.

As for the procedure to be followed when applying for a grant, the above document stipulates that grant applications must first be sent to officials who, after examination, recommend its acceptance to the Minister, who then makes the final decision. In practice, applications are sometimes addressed directly to the Minister, who then forwards them to officials for study and recommendations.

8. Nova Scotia

In Nova Scotia, the main governmental initiatives supporting voluntary agencies in the three sectors of this study originate in the Departments of Social Services and Health. The following information was obtained from social service representatives.

Department of Social Services

Social Services in many program areas have traditionally been delivered by voluntary organizations. In most cases, agencies have Boards of Directors that are composed of volunteers and services are delivered by paid staff. However, some agencies use volunteers to assist in delivery of service.

Examples of the areas in which the Department of Social Services gives grants to support programs delivered by voluntary agencies are:

a) Family and children's services, including Children's Aid Societies which deliver both statutory and non-statutory services, and family counselling agencies.

b) Homemakers services agencies which provide in-home services to senior citizens and disabled persons.

c) Transition houses for battered women and their children.

d) Services to young offenders, e.g., Youth Alternative Project.

e) Group homes for physically and mentally handicapped adults, and emotionally disturbed children.

f) Adult service centres and workshops providing work experience for mentally handicapped adults.

As well, in 1982-83 the department provided $1.1 million in direct grants towards the operation of a variety of agencies providing social services to the residents of Nova Scotia.

The importance which is placed on voluntarism by the department is exemplified by the recent survey of voluntarism conducted by the Social Services Council, an advisory body to the Minister of Social Services. As a result of the survey, grants have been made available to agencies to train volunteers. Also, a resource centre on voluntarism is being established.

9. Prince Edward Island

In Prince Edward Island, the major governmental initiatives supporting voluntary organizations in the three sectors covered by this study are the responsibility of the Department of Health and Social Services. The information provided below was obtained in an interview with two Department officials.

Practices: In Prince Edward Island, the Department of Health and Social Services encourages voluntary activities in the following way: both political and administrative levels of government keep in touch with voluntary agencies and offer them professional, material and financial support.

Professional Support: Health and Social Services officials provide voluntary agencies with professional and technical assistance, enabling them to supply services responding to identified needs. Department officials sit on the Boards of Directors of voluntary agencies, thus assuring a link between the Department and these agencies.

The Department of Health and Social Services has developed the Speech Therapy Volunteer Program to obtain volunteer teaching assistance for primary school students with speech problems. In 1982-83, this program cost $725. The money was used to pay mileage and child-care expenses incurred by volunteers. One hundred and nineteen children benefited from this service, over a period of 2,362 two-hour sessions.

Material Support: In P.E.I., support to voluntary agencies is also provided through material aid such as use of premises and office equipment, printing and photocopying, etc.

There is no explicit and formal government policy regarding voluntary activities in Prince Edward Island. However, there are policies governing agencies financed directly by the Department of Health and Social Services in the fields of community housing and vocational rehabilitation. Voluntary activity in these agencies is limited to Board membership. If in the future these agencies decided to make use of volunteers in service delivery, they would have to fend for themselves given the absence of a ministerial policy on voluntarism.

10. Newfoundland

In Newfoundland, the major governmental initiatives supporting voluntary organizations in the three sectors covered by this study are the responsibility of the Social Services Department. An official of this Department agreed to complete the questionnaire, and responses were grouped as follows.

Practices: We should first point out that voluntary activity in Newfoundland is still largely looked after through networks of relatives and friends. The extended family is still deep-rooted, particularly in rural areas.

Voluntary agencies receive government (especially Social Services) support at three levels.

Professional Support: Department officials assist voluntary agencies professionally and technically to understand and to use the administrative process, to prepare their requests for assistance, and to start and maintain services responding to identified needs.

Provincial public servants also sit on the Boards of voluntary agencies, thus ensuring a link between government and these agencies.

Most agencies financed by the Department have a volunteer Board; the Alcohol and Drug Dependence Commission is an example. Most of the volunteer agencies offer direct services to the public, since that is the reason for their financing. These agencies usually have a voluntary component which represents only a small percentage of their activities.

Financial Support: The Social Services Department provides subsidies to the financing of agencies such as the Community Services Council, which operates a Volunteer Centre; the Churches and agencies for the mentally handicapped; alcoholics; the blind; women in distress, etc. These agencies recruit volunteers to help carry out their activities.

Volunteer Co-ordination: The Department of Social Services provides a grant which enables the Community Services Council to co-ordinate community projects. The Department grant covers only part of its total budget. It must therefore obtain financial support from various government sources as well as the private sector to finance its community action.

Exon House which is a community Residential Service for the Disabled, owned and operated by the Department of Social Services, employs a coordinator of volunteers.

Policies: In this province, there is no formal and explicit policy governing voluntary practices as a whole.

CHAPTER III

CONTRIBUTION OF VOLUNTEERS TO SOCIAL SERVICES AND COMMUNITY HEALTH AND NEW INITIATIVES SUPPORTING THE INVOLVEMENT OF VOLUNTEERS IN THE PROVINCES

In the first chapter of this study, we referred to the Statistics Canada survey on voluntarism: we learned that volunteers have varied backgrounds and come from all age groups. But what exactly, do volunteers **do** in the field of social services and community health?

This chapter provides an overview of organizations and of voluntary activities supported by provincial governments. It also compiles voluntary activities by category. The categories used in our study questionnaire lead to the presentation of organizations and/or of volunteer activities which go mostly unrecognized by the population at large. Some recent and original initiatives will also be explained fully.

1. Survey of voluntary organizations and activities of volunteers

Table V lists voluntary organizations in social services, social welfare and community health. It must be emphasized that this is not an exhaustive list; rather, it reflects the perception of the interviewers, and was drawn up to give an idea of the scope and diversity of voluntary activity. Several organizations are present in nearly all Canadian provinces, while others are typical of a given province.

TABLE V: Partial list of Voluntary Organizations receiving Grants from Provincial Governments and Description of Activities of Volunteers in those Organizations.

TYPE OF ORGANIZATION	VOLUNTEER ACTIVITIES
Organizations serving the Elderly: * Elderly persons' centres * Associations of senior citizens * Advisory committees on aging * Voluntary associations in senior citizens homes etc.	o Information and referral services o Telephone and emergency services o Friendly visits, companions o Meals delivered in home - volunteer drivers and meal delivery teams o Crafts, recreation o Volunteer librarians o Volunteers counselling seniors in various aspects of aging o Promotion and advocacy related to the rights of pensioners o Retirement preparation courses

TABLE V: (continued)

TYPE OF ORGANIZATION	**VOLUNTEER ACTIVITIES**
Organizations involved in home care and home support services	o Support with activities of daily living o Friendly visits o Meals-on-Wheels o Shopping help o Heavy manual work, snow removal, garbage, storm windows, clean-ups o Escort services to visit professionals o Respite services o Volunteer ambulance drivers, especially in rural areas
Organizations involved in services for the disabled, life skills retraining, sheltered workshops, vocational rehabilitation, etc...	o Speech therapy volunteers o Referral and counselling services (life skills) o Social integration and re-socialization services o Transportation services o Promotion and advocacy related to the rights of the disabled o Private protection on a one-to-one basis: a volunteer sponsor and a disabled person, or an underprivileged, vulnerable or dependent citizen o Volunteer activity to help people adapt to a physical disability, or to a disability suffered after an accident - Braille transcription, etc. o Institutional visits, recreational activities o Employment counselling
Centres for women	o Volunteer support activities for battered women o Shelter and emergency housing o Rape counselling and help o Legal support and advocacy o Educational help for children o Caretaker services o Protective services
Organizations for children, families and couples, Boys and Girls Clubs, Big Brothers, Big Sisters, etc.	o Family planning counselling o Providing advice to family courts o Community sponsorship

TABLE V: (continued)

TYPE OF ORGANIZATION	VOLUNTEER ACTIVITIES
	Budget counselling services; help for people in debt Recreational activities and animation in community youth centres Help for single-parent families Home-help for parents Preventive activities and preparation for family life Transportation of sick children Nursing support in maternal and child clinics Friendly visists Associations of chronically ill patients or of patients with incurable disseases Bazaars, food or clothing exchanges
Canadian mental health associations, Associations for the mentally retarded, Voluntary associations in psychiatric settings	Social and recreational activities Support for physiotherapists or occupational therapists, etc. Life-skills development Child stimulation Arts and craft activities; resocialization, social reinsertion Friendly visits Transportation Night school Volunteer librarians Tutoring Advocacy
Welfare rights associations, social rights advocacy associations	Training activities Budgetary help, financial counselling Debt reimbursement Self-help exchange, mutual help, baby-sitting Advocacy activities for the poor or for persons on welfare Animation in underprivileged areas Employment counselling
Correctional services and juvenile delinquency	Supervision Help in observation centres and detention centres

TABLE V: (continued)

TYPE OF ORGANIZATION	**VOLUNTEER ACTIVITIES**
	o Group homes o Volunteer probation officers o Street work o Animation in the community o Employment counselling and help in finding jobs o Special activities, photography, crafts, outdoor activities, etc. o Educational activities related to sexuality, alcohol and drug abuse, etc.

As can be seen, the list of voluntary activities carried out by the various types of public and private organizations can go on and on. Once their important contribution has been assessed, one cannot but feel that society could not do without these efforts. The total field of human-related services could collapse if volunteers were not so heavily involved.

2. Types of Voluntary Activities by Category

Voluntary activities were classified into four categories: voluntary service organizations; voluntary consultative agencies; advocacy and public education organizations and pressure groups; and, finally, the unstructured voluntary sector.

Voluntary Service Organizations: In Canada there are numerous voluntary (non-profit) organizations which are incorporated under provincial statutes or under federal law. Volunteers working for such organizations play a variety of roles at different levels. Volunteers look after tasks related to the **direct delivery of services** to the population: meal preparation, clothing repairs, "bees," home services, transportation, companionship, and telephone counselling.

The voluntary organizations that provide such services cannot escape some of the imperatives of our modern society, one of which is bureaucracy and its associated "red tape." Both give volunteers headaches. Volunteers are required to do management-related tasks. Volunteers are also required to undertake fund-raising efforts, such as door-to-door solicitation and funding drives.

While some volunteers work at these levels, others must become involved at the Board level. Board directors must bear the responsibility for the actions of the organization. They define its orientation, make decisions pertaining to sound management and budgeting, programs, hiring practices, etc -- all this in order to provide the target population with quality services.

Such voluntary service agencies can provide direct services with relatively little financing, thanks to the involvement of volunteers at all levels of the agency.

There are many examples of voluntary organizations which are subsidized by the state, but whose voluntary aspects are limited to the activity of Board members because their budgets allow them to pay all employees providing direct services to a given client group. Vocational rehabilitation agencies and childrens' aid societies are examples of this type of volunteer organization which has a very limited voluntary component compared to the agencies discussed above. They may, however, use volunteers for functions which differ from the ones handled by regular personnel, and this is increasingly the case for many of them. For example, the Manitoba government gives grants to childrens' aid societies so that they can hire Coordinators of Volunteers.

Voluntary Consultative Agencies: Consultative councils of all kinds are another type of voluntary organization found in all provinces. These councils, which include citizens' representatives and a handful of experts, are usually set up by governments. Their mandate is to advise politicians on matters which often require in-depth studies and an elaborate consultative process. Consultative committees may also be created to look into specific questions.

Members of such consultative bodies are quite often paid on a per diem basis, so in these cases we cannot speak of voluntarism. In a similar way, some members of consultative councils and committees are released by their employers to sit on such councils during their working hours. Again, this does not constitute voluntarism. However, many consultative bodies exist at the local or regional level to give advice to public adminsitrations concerning the quality and the orientation of services provided to the population. Here, volunteers do come into play. An interesting example in this vein is the Central Council of Consumers at the Ville Marie Social Services Centre, in Montréal. This council is made up of service users who advise the Board on a voluntary basis.

Advocacy and Public Education Organizations and Pressure Groups: Many voluntary organizations are involved in the advocacy of a specific cause. Their actions consist of making representations, exerting pressure, and promoting their ideas in order to advance their cause. Such a cause can be the defense of the underprivileged or of a group of citizens deprived of their rights. These volunteer groups wish to raise public awareness and gather support to influence government or public opinion one way or the other. The Canadian Mental Health Association, the Canadian Association of Mental Retardation, social planning councils, family planning associations, and associations for the defense of social rights are examples of voluntary organizations which engage in this type of activity.

The Unstructured Voluntary Sector: Some voluntary organizations are not necessarily independent corporations. They operate under the auspices of well-established community institutions. The organizing of used clothing counters, of "bees," and voluntary drivers illustrates this type of voluntary activity which is less structured but quite prevalent at the local level throughout Canada.

In addition, there are numerous spontaneous initiatives taken by thousands of Canadians to support a particular cause or person(s). While this type of voluntarism exists in cities, it is even more prevalent in rural regions, where social links are often stronger.

3. Innovative Programs

In many provinces there are innovative programs that make creative and imaginative use of volunteers; here are a few of them.

The P.E.I. Speech Therapy Volunteer Program: While a public speech therapy program is available for P.E.I. residents, it cannot meet the demands for this service. Given the lack of speech therapists in the province, the Department of Health and Social Services found an original way of developing a speech therapy service capable of meeting the needs of the target population. In the fall of 1979, a pilot project was established and public interest has since developed considerably from year to year. Volunteers participating in this program spend about two hours per week with a child of elementary school level. Each volunteer must take a basic training course, participate in follow-up workshops, and remain under the supervision of a professional speech therapist.

This program cost $725 in 1982-83. The money was used to pay a mileage allowance and baby-sitting fees for volunteers.

In 1982-83, 119 children benefited from this volunteer service, which totalled 2,362 two-hour sessions.

The Advocacy Organizations' Program of the Québec Bureau for Disabled Persons: For a number of years, associations of disabled persons sought to identify their members' needs and their corresponding community services. Accordingly, these associations tried to influence government policy and services by submitting annual briefs. In fact, these actions did lead to the creation of several services.

With the law ensuring the rights of disabled persons came a new expression applying to the associations formed by and for the disabled: **advocacy organization.**

The law defines an advocacy organization as follows:

> "Any organization incorporated under Québec law which mainly looks after the protection of the rights, the promotion of the interests, and the improvement of the living conditions of the disabled." (TR)

The role of these voluntary advocacy organizations for the disabled is the following:

- organize disabled persons, and parents and organizations for the disabled;

- information;
- membership training;
- identification of needs;
- consciousness raising;
- representation and advocacy;
- promotion of new services.

The Manitoba Referral Agent Program: Although this Program was not the result of a government initiative, it should be mentioned because of its intrinsic merit. The United Way of Winnipeg set up a referral agent program in workplaces. More than 500 volunteers recruited in fields related to the humanities (e.g., social, legal, health, recreational, etc.) provide assistance to individuals in need. Their contribution is to refer individuals to existing services which might help them, without getting involved in the problem-solving process themselves.

This program implies major cooperation between the United Way, the companies and the workforces involved. Volunteers are selected from within the workplace. They are:

- Employees anywhere within the organization, irrespective of their position;
- Available at all time during work hours;
- Ready to inform people, without charge and on a confidential basis, concerning community services corresponding to their needs.

The United Way trains these volunteers as referral agents, to ensure that they can work effectively with others, and that they are aware of the community services available in Winnipeg to assist people in need.

Volunteers in Public Service Program: The volunteers in Public Service Program of Manitoba funds positions of Volunteer Coordinator, and decides in which departments or agencies such positions will be established. The coordinators are responsible for establishing a voluntary component within such departments and agencies, using a development model structured on a voluntary program.

Here are specific examples of voluntary activities:

- presentations on the problems of battered women;
- friendly visits to elderly persons;
- recreational activities for the mentally disabled;
- support to people living in isolation;
- Meals-on-Wheels;
- babysitting services for single parents;
- nursing assistants in community health clinics;
- helping new immigrants become integrated in the community.

The Alberta Program of Family Support and Community Services: As we mentioned in the previous chapter, this support program for voluntary activities and voluntarism is one of the most interesting and complete of its kind in Canada. The program is inscribed in a provincial law and is supported by clear and specific regulations, policies, and procedures.

This exemplary program holds great possibilities for the development of volunteer action in the province.

We end this chapter with a clearer idea of the impact of voluntary organizations and volunteer activity in the social service, social welfare and community health sectors. The information provided in chapters I, II and III will now enable us to critically examine the practices, policies and principles of provincial ministries in the field of volunteer activity.

CHAPTER IV

PERSPECTIVES ON PRINCIPLES, POLICIES AND PRACTICES

The first point to be made, based on this study, concerns the sheer diversity of provincial practices and policies relating to the voluntary sector. Each province has its particular traits, and generalizations are difficult to establish. However, several general observations are possible. We will classify and discuss them under the three structural elements of the questionnaire, namely, principles, policies and practices. This description will allow us to underscore what is at stake and to identify the main questions the provinces need to address in the field of voluntarism.

1. Principles

For the purposes of this study, principles refer to the fundamental orientations and underlying value system upon which the development of coherent policy is based. In order to promote a healthy discussion with provincial officials, we identified three basic principles that apply to voluntary activity:

First principle

- A vigorous voluntary sector is essential to a healthy pluralistic society, because it precludes decisional monopolies and allows for a large number of decision-making centres in society.

Second principle

- A vigorous voluntary sector is essential to the proper functioning of a democratic society, because it allows citizens to participate in the decision-making process and activities that influence their lives and that of others.

Third principle

- Governments should support the voluntary sector because all functions which can be assumed by small local organizations should not be taken over by higher levels of government.

None of the program officers we spoke to opposed these principles. Several mentioned that in their view the third was the most important. However, it quickly became apparent that such principles did not constitute a daily or major preoccupation for the respondents. In fact, generally speaking, the ministries we visited had not published materials outlining general principles. In a few publications, such as annual reports, and certain pieces of legislation and regulations, we came across references to the importance of prevention, community work and the use of volunteers whenever possible. We were told that ministers often mention in speeches the willingness of their government to maintain a strong private sector and to promote the development of voluntarism.

The only example we uncovered of an indepth provincial study pertaining to the promotion of voluntarism was the publication of two studies by the Social Affairs Council, an advisory body to the Québec Minister of Social Affairs(25). However, those studies constitute advice given to the minister to guide future policy development; they do not represent the Ministry's official policy. In fact, several recommendations were **not** implemented.

Privatization of Services and Reduction of Government Services: These two issues are the main preoccupations of provincial officials responsible for grant programs. Many politicians and senior officials regularly refer to these two complementary issues, and program officers cannot but wonder about the real implications of such considerations.

If these considerations become policy, they will have a significant impact on the voluntary sector.

The privatization of services can mean two things: either the use of volunteers or of private entrepreneurs for the purchase of services. The significance and effects of these options are diametrically opposed. Voluntarism implies gratuitous service and a sense of social responsibility, whereas private enterprise implies the notion of profit in social services and community health. It is also evident that the support relationship between the State and its citizens are quite different, depending upon the approach followed. Provincial governments interested in privatization should carefully study its potential impact before pushing the concept any further.

The reduction of government services, which can take many forms, can also have considerable impact on the voluntary sector and volunteers themselves.

The available options are:

- To reduce the size of government and abandon governmental responsibilities without prior planning of valid alternatives, and to rely on volunteers or the community to assume new responsibilities without providing them with sufficient resources; or,
- A gradual and well planned reduction involving an increased role for voluntarism, with a corresponding increase in the allocation of the resources necessary to carry out its new responsibilities.

These are two very different propositions involving very different effects. Reducing the size or role of government is not impossible, but if it does happen it must not mean relinquishing the social responsibilities of the State. Such a reduction must be accompanied by a commitment to social equity and fairness, and a commitment to voluntarism. The State's relationship with the voluntary sector must be based on a commitment to maintain gratuitous service, and to respect the spontaneity, vitality and autonomy of voluntary action.

All too often in the past, voluntary action has been co-opted by government institutions. In these cases, the vitality of the given sector is compromised. Provincial governments which are seriously considering reducing government-provided services should first commission in-depth studies on the nature of voluntarism and what motivates volunteers.

2. Provincial Policies in the Voluntary Sector

Policies are operational definitions of major principles, orientations or underlying value systems. Policy specifies objectives to be pursued, defines evaluation criteria, and constitutes a plan for action.

As we noted in chapter II, policies vary from one province to the other, but they have several features in common.

The Nature of Programs: Grant programs for the voluntary sector can be subsumed under two major categories: sustaining grants for voluntary organizations which provide **statutory** services, and sustaining grants for voluntary organizations which provide services deemed to be **non-statutory.**

The first grant category applies to organizations which can be considered quasi-governmental. They provide services covered under provincial legislation, and if they were not present such functions would be taken over directly by the ministries. As a rule, these agencies use few volunteers in service delivery. Children's aid societies and vocational rehabilitation centres are examples of this kind of agency. Volunteers are usually active only at the Board level. Some volunteer Board members may also be active at the management or program levels, such as may be found for group homes. Several of these agencies have volunteer coordinators; for example, in Manitoba the ministry provides grants covering the cost of volunteer-coordinator positions in children's aid societies.

The other grant category interests us more. It covers organizations which are totally voluntary and use volunteers extensively. All grant programs in this category are provided at the discretion of the minister. Voluntary organizations have no guarantees their grants will be renewed. Such programs are considered to be non-statutory. Most program officers, by and large, share the view that volunteer services provided under grant monies should complement statutory services provided by a ministry. In addition, it is generally thought that voluntary activity is "touch and go" and that volunteers cannot really be counted upon to provide some types of services. Such an attitude is not amenable to the development of voluntarism and a greater involvement of volunteers. Provincial governments could certainly help the voluntary sector if they gave serious thought to this question and promoted attitudinal changes.

The Purchase of Services: The dominant model in the provinces is what we call purchase of services. According to this model, grants are given to cover the costs of services delivered by volunteers. For example, the size of a grant given for Meals-on-Wheels will depend upon the number of meals delivered during the course of a year, as is the case in British Columbia. In most provinces, we were told the following: "We decide which services we wish to purchase, we inform the voluntary organizations, and then pay for the services which meet our priorities."

The objectives and the criteria determining eligibility for grants are defined accordingly. Such a model greatly influences the evolution of the voluntary sector and should be thoroughly assessed. This model insists on complementarity between voluntary services and public services, and on short-term results. If these two conditions are carried too far, they could destroy the autonomy of the voluntary sector in the field of social services and community health. Governmental policies should give the voluntary sector some room to manoeuvre so that creativity and new initiatives may continue to flourish. This question needs to be given more thought.

Financing of Voluntary Sector Infrastructure: There exists another, less prevalent, approach which could constitute a valid alternative to the purchase of services. The granting criteria and prerequisites in this approach are totally different. Grants are generally smaller, so with a given budget a greater number of organizations can be supported. Such grants are given to provide a limited infrastructure, one or two paid employees to coordinate work carried out by volunteers. The survival of a voluntary organization is thus guaranteed by the grant, but it can seek funds elsewhere for program purposes. Rather than focusing on the results, service objectives, or output of voluntary organizations, this approach focuses on the voluntary process. It is based on the premise that volunteers are responsible and committed, and that their free association will produce positive results both for themselves and the community in which they are active. Organizational methods, controls and evaluation take on an entirely different aspect in this approach. There is less bureaucracy, and a corresponding reduction in administrative costs. In our opinion, policy planners should seriously examine this approach. It is well suited to some sectors, such as the financing of volunteer centres and activity centres for the elderly. Examples of this type of approach include the grant program for voluntary agencies active in the criminal justice system (B.C. Ministry of the Solicitor General), the program for advocacy groups of the Québec Bureau for Handicapped Persons, and the grant program for community education of the Québec Ministry of Education. The program set up by the Québec Ministry of Education stresses volunteer training through community education. With respect to the program set up by the Bureau for Handicapped Persons, the emphasis is on advocacy for handicapped persons, and not on delivering services directly to such persons.

Support for Pressure Groups and Advocacy Groups: Some advocacy and pressure groups receive funding stemming from provincial policies. The most legitimate groups in this category are advocacy groups for handicapped persons. In most provinces, such groups receive grants to support their advocacy activities. In Québec, advocacy organizations for the handicapped are legally sanctioned and the Bureau for Handicapped Persons administers a grant program to support these particular kinds of groups.

On the other hand, associations involved in socio-economic advocacy, such as welfare-rights groups, seem to have considerable difficulty receiving grants for their advocacy activities. This is somewhat surprising, because those groups also provide direct services which benefit not only people receiving welfare, but also social workers and administrators.

Organizational Context: One important factor which influences provincial policies is the organizational context of specific ministries. Generally speaking, grant policies applying to bona fide voluntary organizations are administered in a centralized way or in a centralized but "deconcentrated" way.

In most ministries, the administration of grant programs is centralized: the program is administered directly by a central unit, and the decision-making process is also centralized. Some centralized programs rely on the services of regional directors or local consultants to establish a relationship with the voluntary sector and to make recommendations. This constitutes the "deconcentrated" aspect of the program; but the actual grant decision is still made in a centralized manner.

Contribution of Voluntary Board Members: All ministries rely on provincial legislation defining non-profit organizations as the legislative basis for grant programs. Thus there is in all provinces a major and significant participation of volunteers on the Boards of voluntary and parapublic organizations. The Statistics Canada survey on the voluntary sector provides some idea of its importance: 450,000 Canadian volunteers sit on various Boards of Directors

The social services and community health components of the voluntary sector no doubt share in this larger phenomenon. Since the sectors examined in this study account for 42.6% of voluntarism in Canada, it is not unreasonable to pro-rate the Statistics Canada findings to estimate that roughly 190,000 volunteers are active at the Board level in the social services and community health sectors.

Methods Used to Support Voluntary Organizations: Ministries utilize several methods to support the voluntary sector. Financial assistance is the most obvious approach, as this report indicates. There are, however, other ways of ensuring direct support: logistical support, consultations, information sharing, and the use of public equipment and facilities. In the main, ministries provide only direct assistance to the voluntary sector; indirect assistance is less important. By "indirect assistance" we mean activities undertaken by ministries to promote the development of voluntarism in general, e.g., public opinion campaigns to promote broader participation in voluntary activities, educational programs to train volunteers, incentive and reward programs, etc.

o **Public Opinion Campaigns:** At the present time, only the Québec Ministry of Social Affairs has promoted a major public opinion campaign. The campaign was quite successful in terms of media participation and public opinion. As an immediate result, service offers on the part of volunteers increased tremendously. However, voluntary agencies were not equipped to respond adequately to such offers, to the detriment of both voluntary agencies and potential volunteers. Future planning of such campaigns will have to take into account the capacity of voluntary agencies to cope with anticipated results.

o **Training Programs for Volunteers:** Provincial policies attach little importance to volunteer training, although some types of training activities are underwritten in all provinces as one element of grant programs. However, the Québec Ministry of Education has established a grant program for voluntary community education development organizations which, to the best of our knowledge, is the only major program exclusively devoted to volunteer training.

The importance of volunteer training cannot be over-emphasized. Most provincial policies could be greatly improved by focusing more on training opportunities. The volunteer centres which exist in most provinces are well suited for setting up training programs in cooperation with colleges or universities.

o **Reward Systems for Volunteers:** Volunteers are generally reimbursed for direct, out-of-pocket expenses incurred in the course of their volunteer activity. However, some programs do not allow for any financial reimbursement whatsoever. Where some types of expenses are allowed, they are quite often minimal; but this situation does not seem to be a major source of concern.

Over the years, several ways of recognizing the contribution made by volunteers have been established: volunteer week, award nights, and Volunteer of the Year. The choice of a Volunteer of the Year has raised eyebrows in some quarters, since it can foster an unhealthy competitive spirit which some feel is inimical to voluntarism.

Volunteers in the Public Sector: Some volunteers are active in the public sector, but the policies of the ministries are neither very formal nor very systematic in this regard. Several public institutions, such as psychiatric facilties, and institutions for the chronically ill and for the handicapped, make use of volunteer services. Such practices are encouraged by the ministries, and often a volunteer coordinator is included in the institution's budget.

The "Volunteers in the Public Service" program set up by the Manitoba ministry of Employment Services and Economic Security (see chapter II), constitutes a unique experience. This program has systematic and explicit guidelines, and is considered quite a success. It certainly can serve as a prototype for anyone interested in promoting voluntary participation in the public sector.

3. Practices in the Field of Voluntarism

Principles and policies translate themselves into procedures, budgets and application forms. These we refer to as practices.

Budgets: Grant program budgets for voluntary agencies usually represent a very small portion of the total budget of sponsoring ministries.

Small budgets ensure that services are financed at a very low cost. For example, a $725 budget provided speech therapy services to 119 P.E.I.

children for one year. In B.C., $250,000 supported the activity of 3,500 volunteers, an average cost of $71.43 per year, per volunteer. The list of examples could go on, but suffice it to say that voluntary services are inexpensive, and their social worth cannot be measured in financial terms alone

Program Management: Each year, about six months before the start of the next fiscal year, the program officers of various ministries publish the directives describing the objectives and criteria of their respective programs, as well as the procedural guidelines for obtaining a grant. In some provinces, the financial information required is very detailed; in others, program objectives and criteria are stressed. The following quote from a provincial official represents a fairly widespread attitude: "The content of a request is more important than its format. If the underlying ideas are valid, a request will not be rejected because the project is ill-defined. Program officers provide the necessary help to improve the presentation of a request."

Quite often, grant application forms are lengthy (up to 15 pages) and the budget forecasts required are very detailed. There is a tendency for ministries to impose too much red tape upon organizations which are ill-equipped to cope with it. Some departments, such as the Alberta Department of Social Services and Community Health, have prepared a practical and simple guide to assist voluntary organizations complete their applications.

Within the ministries themselves, the decision-making process may be protracted. It is not unusual for five or six signatures to be required for the approval of a single project. Since grant programs fall under the discretionary powers of a minister, the final decision always implies political considerations. In some cases, the final decision is not made by a minister but by Cabinet. Officials responsible for programs do not deny that political considerations enter into the picture, but they generally try to establish administrative processes which are as objective and fair as possible.

Program Evaluation: Most ministries require annual reports and evaluations from subsidized agencies. Generally speaking, each agency is responsible for its own evaluation. The quality of services is not directly controlled by the ministries, but is generally left to the voluntary agency. However, the ministries must ensure that funds are used for their stated purpose. For major grants, they require audited financial statements.

Information systems on the administration of grant programs are usually rudimentary. Few programs are computerized. Only a handful of program officers could produce detailed statistics on the programs they administered. Quite often, they did not know the actual number of volunteers involved, nor the total number of hours of voluntary activity or the number of persons who benefited from the services provided.

In all the ministries we visited, we were unable to identify any studies or research papers on the cost/benefit aspects of voluntary work.

Information Flow: The printed matter describing grant programs are often written for a restricted target group, i.e., civil servants and designated persons within voluntary organizations. Very little information is aimed at the general public. Pamphlets and other descriptive materials are produced internally, more often than not, and generally do not make use of modern communications techniques; i.e., program marketing is quite rudimentary.

The information and perspectives presented thus far are based on information provided in interviews with provincial officials and in official documents and materials. But what are the perceptions and points of view of the representatives of the voluntary sector we interviewed? That information is the basis of the next and final chapter of this report.

CHAPTER V

THE VOLUNTARY SECTOR'S POINT OF VIEW

The voluntary sector is made up millions of Canadians: young people, adults and senior citizens, the handicapped, workers, students and the unemployed. These volunteers participate in numerous activities and community services throughout the country.

There are over a million volunteers in the social service, social welfare and community health sectors alone. During the course of this study, we interviewed 43 voluntary agency representatives from every province except Prince Edward Island.

From these interviews emerged several major perceptions of the relationship between provincial governments and voluntary agencies. In addition, it allowed us to gauge how provincial policies supporting voluntary activity are perceived by those they are intended for. It is interesting to note that our respondents' perceptions varied very little from province to province.

1. Political Considerations

The volunteers we met were accustomed to hearing political pronouncements praising voluntarism. Since public authorities recognize the importance of the voluntary sector, volunteers are mystified by the meaning of these political pronouncements. Are they purely rhetorical? What is meant by "privatization of services"? What is behind references to "budget squeezes" or a "shrinking public sector"? What is really expected of voluntary agencies? What is the real role of volunteers in community life? Are they simply viewed as a less costly alternative in a period of diminishing fiscal resources where governments can no longer support the increasing costs of public services? Clear and enlightened policies will have to be developed in response to these concerns. The voluntary sector awaits answers. It is unwilling to let itself be "used" by government. It wants to understand the rationale behind changing government policies. It wants to know what consultative mechanisms will be used to establish a meaningful dialogue and exchange of ideas based on mutual collaboration. If it is to assume increased responsibilities, it wants not only corresponding budget increases but also clear policies.

2. Modernization of the Concept of Voluntarism

The structural crisis we are experiencing revolves around the meaning we are to give to life in society. The meaning we ascribe to paid work, to employment and to the relationship between employment and income level are in the process of changing dramatically. In the "new society," in the world of the informal economy, more importance than ever can be given to volunteers and voluntarism. The new responsibilities accruing to voluntary agencies must be seen as a proper new role for them to assume in a changing society, rather than the simple outcome of fiscal hardship. Volunteers have traditionally been in the forefront of new services. They have recognized new needs and demonstrated a spirit of innovation. They can still be in the vanguard, be creative and imaginative. Voluntary agency representatives find it difficult to accept that grant programs are non-statutory, "discretionary," and that voluntary activity is viewed as unreliable in times of need. The modernization of the concept of voluntarism implies a thorough review of these underlying aspects of existing policies, and a willingness to adapt them to changing social conditions.

It is worth noting that representatives of the voluntary sector view the grants themselves as more unreliable than the voluntary services they provide. Grant payments that are delayed or made irregularly can cause serious problems for agencies, which must then resort to trying to obtain loans. Volunteers and their agencies need financial stability and continuity to be effective and reliable. Lack of **guaranteed** annual budget renewals is a nationwide problem. Volunteers can always recall examples of new projects which subsequently disappeared with the departure of the main sponsor. Whatever the reasons, they deplore such failures. They can also recall numerous projects initiated and supported by governments for a while, then abandoned. They therefore recommend that once a ministry has agreed to fund an agency for a first year, it has made a commitment to continue funding it.

The Statistics Canada survey data indicates, it will be recalled, that there is a large untapped potential of volunteers in every province. All that is required are appropriate policies. The multiplier effect of renewed policies and an additional injection of funds in the voluntary sector would work wonders. Volunteers need minimal material support for their work, but without that support their action is hampered considerably.

The perceived unreliability or lack of continuity of voluntary activity was challenged in another way by some of our respondents. Governments are well aware that voluntary activity has often preceded government awareness and support in unknown sectors. Volunteers are often trail blazers working under very difficult conditions. As a rule, governments become involved only when needs are clearly identified. For example, volunteer women managed virtually on their own to set up shelters for battered women. In most provinces, those services would simply not exist were it not for the involvement and firm determination of these volunteers. How can one seriously argue that voluntarism is "unreliable"? Upon examination, the argument simply does not stand up.

3. Importance of Autonomy and Flexibility for Voluntary Agencies

The message is constantly repeated like a leitmotiv: provincial policies must not restrict the autonomy of the voluntary sector; it must have sufficient freedom to allow for spontaneity and to respond to new needs. Provincial policies must give voluntary agencies enough freedom to think critically about the social policies affecting them and the populations they serve. Voluntary agencies emphasize that grants are aimed almost exlusively at purchase of services. Very little money is allocated for volunteer training, promotion, social rights advocacy or the identification of new needs. The need for volunteer training was constantly stressed, with many spokespersons suggesting that current funding in this area needs to be at least doubled, even quintupled.

Voluntary agencies wish to retain their flexibility, and resist the bureaucratization of their activities. This tendency is observed in most provinces. Agencies must often provide very detailed reports and put up with a great deal of petty administrative requirements to retain their grants. It is therefore necessary, in their view, to establish a reasonable compromise between the administrative requirements of funders and the ability and effort required to comply by voluntary agencies. The plethora of reporting requirements and controls are an impediment to voluntary action. Difficulties are also encountered in understanding the administrative cogs in many ministries. It was suggested that ministries clearly identify an official liaison person(s) to help reduce the wasted time and frustrations of volunteers. The social responsibility of volunteers is also of concern to voluntary agencies. When voluntary agencies are subjected to strict rules and controls reflecting governmental priorities, the agencies may in fact become ministerial branches. The following quotation summarizes the points we heard repeated many times in various ways:

> "The dynamic quality of volunteer action has its source in men's desire, confronted by the power of the State, to determine their own fate, to communicate, to associate and to cooperate freely. It represents a strength and a vitality government must not tamper with or try to coopt, lest it be stripped of its spirit and richness. This cooptation and subjugation often takes the form of State paternalism which, under the guise of financial aid, imposes on volunteer agencies constraints, administrative controls and a bureaucratic organizational model that threatens to turn them into government branches. Under these conditions, neither the public sector nor volunteer agencies find any advantage. In many cases, the former can bring to bear on the latter its endemic inertia, lethargy, and depersonalization, while the latter lose in human qualities what they think they are gaining in recognition and efficiency (TR)."(26)

4. Incentives for volunteers

Volunteers, of their own free will, carry out unpaid work. However, the reward system for volunteers varies a great deal from one ministry to another. There are considerable differences in the incentives to volunteers, depending on whether they sit on a board of directors or provide direct services. It is an issue which governments should address, and one which might call for provincial coordination.

5. Information Requirements

Volunteers would greatly appreciate continuing access to information and to government officials at all levels. Often, access to information is inadequate and voluntary agencies are unaware of recent developments. Improved access to information at the provincial level would appear to require that provincial governments set up interministerial linking mechanisms for all ministries involved with voluntarism in each province; for example, the interministerial committee on voluntarism set up by the Provincial Secretariat Ministry in Ontario.

6 Need for a Public Debate on Voluntarism

In closing, we should note that many of the voluntary sector representatives we interviewed are anxiously waiting for provincial governments to make firm commitments concerning volunteer activity. These commitments would serve as basic guidelines for the renewal and re-formulation of policies and procedures concerning government assistance in the field of voluntarism. According to voluntary agency representatives, the time has come for a public debate on volunteer activity, and provincial governments could launch the debate by clarifying the extent of their commitment and defining their policies.

CONCLUSION

This study reveals that voluntary organizations make a very valuable contribution to Canadian society. They harness the dynamic and creative energy of thousands of men and women working in countless voluntary organizations throughout Canada. This creative energy leads to numerous and varied initiatives in many provinces.

The study also reveals the great diversity in provincial policies and practices concerning the voluntary sector. We have outlined what appeared to be the more promising and significant aspects.

It became clear to us that provincial policies concerning support and funding to voluntary organizations are not known to all volunteers and voluntary agencies. Perhaps it is not essential that they be known to all. It is important, however, that they allow for the development of potential voluntary resources presently lying dormant. In this respect, provincial policies can be improved.

Volunteers represent one of this country's numerous resources, one which must be fully developed. The multiplier effect of each dollar spent in this sector is considerable. All provinces fund voluntary organizations, but the available funding varies a great deal from province to province, and in all cases represents only a small fraction of the total budget of various ministries and departments. Let us hope that provincial governments will seriously question the appropriateness of their contributions, given that they are all committed to supporting the development of voluntarism while respecting its unique characteristics: spontaneity, autonomy and flexibility.

The challenge facing provincial ministries is to maintain a harmonious balance between the various social actors working to improve our society. Voluntary agencies and orgnaizations are well aware that they have an important role to play. All they ask is that their participation be part and parcel of each provincial government's global development plan.

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APPENDIX I

TERMS OF REFERENCE

Interprovincial Comparison of Voluntary Policies and Practices

Areas of Investigation: E1

(1) Interprovincial Comparison of Provincial Departmental Policies and Principles on the use of volunteers in government-operated and government-funded agencies.

This would include identification of policies and principles regarding the following volunteer categories:

(a) policy and decision-making (at agency level);
(b) service support such as managerial, clerical, research and planning (at agency level);
(c) service delivery;
(d) policy and decision-making (at government level); and,
(e) "needs" identification (at government level).

(2) Interprovincial Comparison of Volunteer Practices in Provincial Funded Programs.

This comparison would include:

(a) the types of volunteer services provided;
(b) how the volunteer component is administered;
(c) the methods for evaluating and monitoring the quality of the volunteer component;
(d) incentives offered to volunteers (e.g., tax deductions, insurance coverage, reimbursement, etc.);
(e) disincentives to voluntary involvement which exist;
(f) cost-benefits;
(g) training; and,
(h) new initiatives.

Definitions: E2

Volunteer

An individual that gives his or her time without payment beyond incidental expenses.

Volunteer Agency

Those organizations which have individuals who give their time without payment beyond incidental expenses.

Department Funded Volunteer Agency

Those organizations which provide services or programs similar to ASSCH, who receive some or total funding from the provincial government and use volunteers.

Provincial Departments

Provincial Departments refer to those provincial departments which provide services and programs similar to those provided by the Alberta Department of Social Services and Community Health.

Methodology: E3

(1) Structured questionnaire administered in person identified in: (a) provincial departments which administer services similar to those administered by ASSCH; and, (b) selected voluntary organizations/municipalities which administer funds for the provision of services by the provincial departments.

(2) Follow-up telephone interviews, if required.

(3) Analyze data.

(4) Preparation of report which will include:
  (a) Terms of Reference;
  (b) Glossary;
  (c) Review of provincial departmental policies on volunteers;
  (d) Review of provincial departmental practices on volunteers;
  (e) New initiatives in use of volunteers by provincial governments.

INTERPROVINCIAL COMPARISON OF VOLUNTARY POLICIES AND PRACTICES

STUDY CONDUCTED BY THE CANADIAN
COUNCIL ON SOCIAL DEVELOPMENT
FOR THE ALBERTA DEPARTMENT OF
SOCIAL SERVICES AND COMMUNITY HEALTH.

QUESTIONNAIRE FOR OFFICIALS OF PROVINCIAL DEPARTMENTS

NOTE: The interviewers and CCSD will treat the information provided by interviewees in such a way that it will not be possible to identify the opinions of any particular individual.

JEAN-BERNARD ROBICHAUD, Ph.D.
POLICY ASSOCIATE CCSD

Interviewer: ____________________

I. IDENTIFICATION DATA

1. Name of person interviewed: ____________________

2. Sex: M(___) F(___) Telephone: ____________________

3. Position (title): ____________________

4. Name of Unit: ____________________

5. Ministry: ____________________

6. Minister Responsible: ____________________

7. Deputy Minister: ____________________

8. Interviewee accountable to (position): ____________________

9. Number of professional employees in the Unit (directly involved in managing the policies with respect to the voluntary sector):

   less than 2 (___) 2-5 (___) more than 5 - specify (___)

10. Duration of employment in that position:

   less than 2 years (___) 2-5 years (___) more than 5 years - specify (___)

   ____

II. QUESTIONS RELATIVE TO PRINCIPLES

1. Has the department produced a written statement on its guiding principles in relation to the use of volunteers in government-funded and government-operated agencies?

   Yes (___) No (___) No, but we plan shortly working on it (___)
   (If no, go to 6 and 7)

2. If yes, do you think these principles are useful?

   Yes (___) No (___) Comments: ____________________

   ____

   ____

3. How do you communicate the principles to the public and, in your opinion, how many people are reached by your approach?

   ____

   ____

   ____

   ____

   ____

   ____

   ____

4. What other branches of your provincial government are involved in the formulation of principles relative to the use of volunteers in your sector of activities?

5. How would you qualify the principles actually in use?

Interviewer's use only)

(Are they outdated, recent, progressive, restrictive, etc...?)
(What are the fundamental values involved?)

Principles: excellent (___) adequate (___) unsatisfactory (___)

6. Here are some fundamental principles for the use of volunteers. Which of these principles guide your actions?

a) pluralism - a strong voluntary sector is necessary to maintain diversified decision-making centers in society; Yes (__) No (__)

b) democracy - a strong voluntary sector is essential to the functioning of a healthy democratic society, where people are involved in decision-making and actions which have consequences on their own lives and that of others; Yes (__) No (__)

c) subsidiarity - functions that can be adequately performed by smaller and local bodies should not be appropriated by larger and higher levels of government; Yes (__) No (__)

d) others - please specify. Yes (__) No (__)

7. What would you recommend to improve the principles already in use?

III. QUESTIONS RELATIVE TO POLICIES

1. Please specify in which type of public documents the policies of your department, on the use of volunteers, are formulated.

   - legislation Yes (___) No (___)
   - regulations Yes (___) No (___)
   - administrative policies Yes (___) No (___)

2. Is there a specific policy of your government regarding the use of volunteers for the following categories:

   a) policy and decision-making at agency level? (government-funded or government-operated)

   Yes (___) No (___)

(Interviewer's use only)

(This question addresses the use of volunteers as board members. What type of boards are constituted under this policy? What is the degree of independence of the board members? Are boards regulated under legislation, regulations or administrative policies?)

   b) service support (such as managerial, clerical, research and planning in government-funded or government-operated agencies?)

   Yes (___) No (___)

c) service delivery (e.g. self-help, mutual aid, consumer-oriented, direct services, etc...)

in government-funded agencies Yes (___) No (___)

in government-operated agencies Yes (___) No (___)

d) policy and decision-making at government level? (e.g. voluntary advisory council of citizens to the minister, etc...)

(Interviewer's use only)

(Note: panels of experts, or members of commissions receiving more than incidental expenses are excluded.)

Yes (___) No (___)

e) needs identification, advocacy, public education and lobby groups?

Yes (___) No (___)

f) Please specify any other categories of volunteer activity not mentioned above.

3. Under your policy, are foster families considered as volunteers?

Yes (___) No (___)

4. How do you communicate the policies to the public and, in your opinion, how many people are reached by your approach?

5. What is the process/what are the steps taken by voluntary organizations to apply for assistance?

6. What are the steps taken by government officials for approval of requests for assistance?

7. Do the policies establish clear criteria for the allocation of government assistance to volunteers or voluntary groups?

Yes (___) No (___)

8. When was the policy actually in use approved?

Less than 2 years (___) 2 to 5 years (___)

more than 5 years - specify (___)

9. How would you qualify the policies actually in use?

(Interviewer's use only)

(Are they outdated, recent, progressive, restrictive, etc...?)
(What are the fundamental values involved?)
(If answer is unsatisfactory, ask the following 10-11-12 questions)

Policies: excellent (___) adequate (___) unsatisfactory (___)

10. Has there been recent changes or modifications to the policies?

Yes (___) No (___)

11. Is there a proposal for changing the policies? Any new initiatives?

Yes (___) No (___)

If yes, when do you expect such changes to occur?

12. What would you recommend to improve the policies?

IV. QUESTIONS RELATIVE TO PRACTICES

1. How does your government support volunteer activity?

(Interviewer's use only)

(What type of support (services and resources, financial or others) does your department provide to volunteer activity? Describe e.g. direct or indirect support, public opinion campaigns, week of the volunteer, volunteer of the year, etc..., training and skills development of volunteers, consultation to the voluntary sector, etc...)

2. Describe how the volunteer component is administered:

a) in government-operated agencies

b) in government-funded agencies

3. Number of groups that are funded for the first time this year ____

Number of groups that have been continually funded for 3 years ____

Number of groups that have been continually funded for 5 years ____

Number of groups that have been continually funded for more than 5 years ____

4. What are the incentives that are offered to volunteers?

tax deduction Yes ( ) No ( )

reimbursement of incidental expenses Yes ( ) No ( )

insurance coverage reimbursement Yes ( ) No ( )

employment credit Yes ( ) No ( )

time-off Yes ( ) No ( )

other - specify Yes ( ) No ( )

5. Describe the obstacles to voluntary involvement which exist in your province. Or the difficulties encountered by volunteers e.g. rural and urban differences, cultural difficulties, etc...

6. What are the methods for evaluating and monitoring the quality of the volunteer component?

7. Who is responsible for evaluation and monitoring?

8. What type of reporting do they have to do to provincial authority?

9. Is your government conducting cost benefits analyses on the use of volunteers?

10. What new initiatives could help strengthen the voluntary component?

ATTACHMENT - APPENDIX II(a)

1. Total budget of Ministry for the current year: ____________________

2.

Budget allocated to support volunteer activity	Total # of groups	# of volunteers	Size of clientele

3. Categories of Funding in Budget.

Type of Funding*	# of groups	# of volunteers	Size of clientele (where appropriate)

* Note: e.g. flat grants, ad hoc project grants, special grants, core funding, etc...

4.

Budget Allocation	$	%
Administration		
Salaries		
Direct Support to Volunteer Activity		
TOTAL		

5.

Budget by function			
Type of groups	Type of intervention	$	%

6. Describe the type of action or services provided to the population by volunteers in the following categories (if additional space is required, use loose sheets)?

Categories	Type of action or service	Target population
Volunteers acting		
on boards or		
advisory councils		
Direct service		
delivery to the		
population		
Self-help, mutual		
help groups		
Community health,		
Social Services or		
Social Assistance		
consumer-oriented		
groups		
Needs identifica-		
tion, advocacy,		
public education		
and lobby groups		

APPENDIX II(b)

INTERPROVINCIAL COMPARISON OF VOLUNTARY POLICIES AND PRACTICES

STUDY CONDUCTED BY THE CANADIAN
COUNCIL ON SOCIAL DEVELOPMENT
FOR THE ALBERTA DEPARTMENT OF
SOCIAL SERVICES AND COMMUNITY HEALTH.

QUESTIONNAIRE FOR THE VOLUNTARY SECTOR

NOTE: The interviewers and CCSD will treat the information provided by interviewees in such a way that it will not be possible to identify the opinions of any particular individual.

JEAN-BERNARD ROBICHAUD, Ph.D.
POLICY ASSOCIATE CCSD

Interviewer:________________________

Province:________________________

Interviewee's Name*:____

Organization's Name:____

Address:____

____ Postal Code:________

Telephone:____

Occupation:____

____

Field of Voluntary Activity:________________________________

____

For how many years has your organization's voluntary activity been going on?

____

Size of Board and Type:________________________________

____

Number of Paid Staff:________________________________

____

Number of Volunteers:________________________________

____

* Group interviews will be conducted.

Each participant will be asked to fill out this identification data sheet.

PRINCIPLES

1. To your knowledge, are there existing government principles on voluntary activity?

2. If yes, how did you learn about it?

3. How would you qualify the principles actually in use?

   excellent:

   adequate:

   unsatisfactory:

4. Here are some fundamental principles for the use of volunteers. Which of these principles guide provincial government actions?

   a) pluralism - a strong voluntary sector is necessary to maintain diversified decision-making centers in society;

   b) democracy - a strong voluntary sector is essential to the functioning of a healthy democratic society, where people are involved in decision-making and actions which have consequences on their own lives and that of others;

   c) subsidiarity - functions that can be adequately performed by smaller and local bodies should not be appropriated by larger and higher levels of government;

   d) others - please specify.

5. What would you recommend to improve the principles already in use?

POLICIES

1. To your knowledge, are there existing government policies on voluntary activity?

2. If yes, how did you learn about it?

3. How would you qualify the policies actually in use?

   excellent:______________________________

   adequate:______________________________

   unsatisfactory:______________________________

4. To your knowledge, is there a specific government policy regarding the use of volunteers for the following categories:

   a) policy and decision-making at agency level?

Interviewer's use only	(This question addresses the use of volunteers as board members. What type of boards are constituted under this policy? What is the degree of independence of the board members? Are boards regulated under legislation, regulations or administrative policies?)

b) service support such as managerial, clerical, research and planning in government-funded or government-operated agencies?

c) service delivery in government-funded or government-operated agencies? (e.g. self-help, mutual aid, consumer-oriented, direct services, etc...)

d) policy and decision-making at government level? (e.g. voluntary advisory council of citizens to the minister, etc...)

Interviewer's use only

(Note: panels of experts, or members of commissions paid beyond incidental expenses are excluded.)

e) needs identification, advocacy, public education and lobby groups?

f) please specify any other categories of volunteer activity not mentioned above for which you believe specific government policy exists.

5. What is the process/what are the steps taken by voluntary organizations to apply for assistance?

6. Do the policies establish clear criteria for the allocation of government assistance to volunteers or voluntary groups?

7. How would you qualify the policies actually in use?

excellent:

adequate:

unsatisfactory:

8. What would you recommend to improve the policies?

PRACTICES

1. What type of support do voluntary organizations received from government for volunteer activity?

2. What are the incentives offered to volunteers?

   tax deduction:

   reimbursement of incidental expenses:

   insurance coverage reimbursement:

   employment credit:

   time-off:

   other - specify:

3. Describe the obstacles to voluntary involvement which exist in your province?

4. Do voluntary organizations evaluate and monitor the quality of volunteer activity?

YES ____________ NO ____________

If yes, what methods are used and when are they being used?

5. What type of reporting is required from voluntary organizations by your provincial department?

6. What new initiatives from the provincial government in relation to practices would help strengthen voluntary activity?

APPENDIX/ANNEXE III

PERSONS INTERVIEWED IN THE PROVINCES
PERSONNES ENTREVUES DANS LES PROVINCES

BRITISH COLUMBIA/COLOMBIE BRITANNIQUE

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Continuing Care Program
Ministry of Health
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Ray Orchard
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Victoria, B.C.
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Brian Pollick
Special Projects Branch
Ministry of Attorney General
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VOLUNTARY SECTOR/SECTEUR VOLONTAIRE

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Director
Mental Health (403) 427-2816

Joel Christie
Public Guardian
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D'Arcy Coulson
Deputy Minister
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Calgary Region (403) 261-4575

Jack Flaherty
Regional Director
Edmonton Region (403) 422-3633

George Gloomis
Residential Services (403) 427-5964

Lorene M. Harrison
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Southern Region (403) 345-2277

Melane Hotz
Director
Day Care Program (403) 427-9915

Barbara Jones
Director
Health Promotions (403) 427-5336

Katrine McKenzie
A/Director
Family Relations (403) 427-7588

Rene Morrissette
Director
Income Security (403) 427-6431

John Mould
Child Welfare

Guy Piquette
Regional Director
North West Region

Baldwein Reichwein
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Director
Rehabilitation Program (403) 427-8830

Blair Richardson
Director
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Executive Director
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Fred Shaughnessy
Planning Coordinator (403) 427-8620

Carol Stevenson
Senior Citizens Bureau (403) 427-7876

Gordon Thomas
Family and Community Support
Services Program (403) 427-2804

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Wayne H. Wright
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Peter T. Faid
Executive Director
Edmonton Social Planning Council
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Alice Hanson
Health Coordinator
Boyle McCauley Health Centre
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Jack R. Harmer
United Way of Edmonton and Area
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Alberta Committee of Consumer
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Bill Lowen
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John Howard Society of Alberta
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Robert McKeon
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David Ross, 1982.
120 pp. $7.95.

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This book is the culmination of a two-year research and advocacy project. It presents updated statistics on the number of children in Canada living in the care of child welfare authorities and explains why such a disproportionately large number are Native-Indian Métis and Inuit. The book discusses the implications of this phenomena for Native Children, families, communities and culture and discusses a variety of changes which may reduce the number of Native children who need to be taken into care.
Patrick Johnston, 1983.
196 pp. $ 9.95.

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This report presents the appropriate social context in which analysis and construction of a statistical profile of Canadian women using the most recent national data sources available are made of women's needs as housing consumers. The profile includes family and household composition, the income position of women by age and type of household, labour force participation and responsibility for children, as well as housing tenure status, housing condition and shelter cost for women by type of household.

Using this background information as a point of departure the authors demonstrate through a review of selected Canadian housing and planning literature that the current position of women as consumers and their specific housing needs were unfortunately not clearly acknowledged or identified in the research, analysis, planning and program development that preceded housing policy changes over the 1970s. Recommendations are made as to how to remedy this situation and what areas need further investigation and analysis.
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